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## ABSTRACT

This report examines, ward-by-ward, indicators of need for youth development services in the District of Columbia (DC), including high school dropout rates, unemployment, poverty, involvement with the criminal justice system, teen parenting, and youth mortality. It discusses capacity to provide various youth development services to address those needs. It puts Department of Labor funded employment and training efforts into context, showing how they relate to and build on mentoring, social services, health-related programs, and recreation and cultural activities. Data come from the DC Administration for Children and Families' Youth Service Directory 2001 and the Joint Center for Political and Economic Studies Managers' Survey of Programs for Youth 14-21. DC's dropout rate is 40 percent overall and 45 percent for African Americans. Dropout rates are very uneven across the city. Need for youth development services tend to be much greater east of the Anacostia River and in north central DC. This city, which has the highest youth incarceration rate in the country, has few programs specializing in mentoring. Aside from schools, recreation centers are the most widespread network of youth development facilities in DC. A residential correctional facility is by far the largest program in the city. The survey and directory are appended. Exhibit materials, containing statistical data, maps showing the locations and number of youth programs, and survey results, are also included. (Contains 50 references.) (SM)

**Joint Center for Political and Economic Studies**

**YOUTH DEVELOPMENT NEEDS AND  
CAPACITIES IN THE DISTRICT OF COLUMBIA**

*By George Cave,  
with the assistance of Julia Andrews and Annie Lai*

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## **YOUTH DEVELOPMENT NEEDS AND CAPACITIES IN THE DISTRICT OF COLUMBIA**

### **EXECUTIVE SUMMARY**

In June 2000, the U.S. Department of Labor (DOL) awarded a grant to the Joint Center for Political and Economic Studies, in support of activities for the "D.C. Initiative on Young Black Men: Designing a Collaborative Youth Development Service Delivery System." This study was designed to provide important information for policy makers and others who have an interest in the DC community's capacity to support young black men in their efforts to prepare for a productive adulthood.

This Joint Center study is one segment of a three-part effort. While we have focused on needs and capacities for youth development in the District of Columbia, additional information will be gathered by a Commission on Black Men and Boys and an associated Advisory Board. The research reported here will be combined with the work of the Commission and Advisory Board to develop an Action Plan that will present recommendations for improving youth development service delivery. A major focus will be identifying the steps necessary to coordinate a broad array of youth development services with the new youth employment opportunity system that is being developed with Workforce Investment Act and Youth Opportunities funding.

This report starts with a ward-by-ward look at indicators of need for youth development services, including high school dropout rates, unemployment, poverty, involvement with the criminal justice system, teen parenting, and youth mortality. Then it takes a careful look at current capacities to provide young people with a variety of youth development services to meet these needs. The report puts DOL-funded employment and training efforts in context, showing how they are related to and build on mentoring, social services, health-related programs, and recreation and cultural activities.

The key contextual factor here is a model of youth development that takes into account five basic developmental needs of youth and adolescents:

- Caring adults,
- Safe places,
- A healthy start,
- Marketable skills, and
- Opportunities to serve.

In the past, DOL-funded programs have concentrated almost exclusively on just one of these developmental needs: building marketable cognitive skills. Some exemplary program models manage to combine this objective with meeting some of the other developmental needs as well. For example, YouthBuild stresses "giving back" to the community, creating safe places for youth, and connecting youth to caring adults, as well as developing skills in the construction trades.

### **Findings on needs for youth development in D.C.**

The dropout rate for the District of Columbia is 40 percent overall and 45 percent for African-Americans in the most recent data. Further, DC dropout rates are not the same across the city. The best-available data disaggregated by ward come from one-year "status" dropout rates maintained by the DC Public Schools. These data represent proportions of students not enrolled in grades 7 through 12 in the fall of 2000 who were enrolled sometime during the previous school year.

Their distribution is extremely uneven across the city. Wards 8, 7, and 4 have dropout rates considerably above the city average, while Wards 2 and 3 have rates considerably below the city average. Other ward-level indicators of need for youth development services for dropouts tend to paint similar pictures. Needs for youth development services for dropouts generally are much greater east of the Anacostia River and in the north central part of the District. Needs generally are lower in upper northwest and downtown. Needs in the northeastern part of the District generally are at an intermediate level.

In assessing current capabilities to meet youth development needs in D.C., this report makes extensive use of two data sources: the DC Administration for Children and Families' "Youth Service Directory 2001" and a "Managers' Survey of Programs for Youth 14-21" the Joint Center sent to hundreds of organizations and programs especially for this project.

Combining the Joint Center's data with the Directory resulted in a list of 428 programs that connect out-of-school youth with caring adults on an ongoing basis, in seven broad categories:

- Employment-related programs;
- Education, tutoring, and training programs;
- Mentoring programs;
- Social services;
- Health and well-being programs;
- Recreational and cultural programs; and
- Other miscellaneous programs.

The Joint Center's survey asked questions in several basic categories:

- Who funds youth development programs, and how are they organized?
- How intensively do youth participate in the programs?

- What are the demographics of program use?
- How are the programs staffed?
- How much unused capacity do programs have?
- Do programs coordinate activities with each other by referring youth to other programs?

### **Findings on current capabilities**

With only a handful of programs that specialize in mentoring, in a city with the highest youth incarceration rate in the country, focusing more resources on mentoring would seem to be quite cost-effective. National organizations such as Big Brothers / Big Sisters and America's Promise might be approached for help in structuring local efforts that recruit volunteer mentors through participating businesses, churches, community organizations, professional associations, and social clubs. For maximum effectiveness, these efforts could target mainly communities with great youth development needs.

Rates at which youth development programs refer youth to other youth development programs have much room for improvement. When program managers encounter youth who seek their services but are deemed inappropriate for them, only 71 percent refer such youth to other programs that might be more suitable. When youth complete programs, only 51 percent of program managers refer them to other programs for further development. Investing resources in neighborhood program and school coordination efforts would seem to be cost-effective.

Aside from schools, the city institutions that dropouts have rejected, recreation centers appear to be the most widespread network of youth development facilities in the city. Efforts to involve more out-of-school youth in additional organized sports, recreational, and cultural activities at recreation centers would help these youth structure their time use in more positive ways. In addition, such recreational and cultural programs could network with programs that are focused on other aspects of youth development, and refer selected youth to other services, activities, and programs they need.

Finally, the Oak Hill residential correctional facility was by far the largest program in the entire sample, hundreds larger than the next largest program. Oak Hill also had the largest number of African American male participants, hundreds above the next largest program. This result speaks volumes about the availability of youth development programs for African American boys in the District of Columbia. Incarceration seems to be vastly overused as a solution for the District's youth development problems. In future research on youth development in DC, the Oak Hill correctional facility deserves careful examination. The kinds of support services provided at that facility may need to be made more available to young people earlier in their lives. Mental health services, violence prevention, job training, and other essential life skills might be much more effective if provided to young people before they have moved so far along the path toward lives of crime.

## **YOUTH DEVELOPMENT NEEDS AND CAPACITIES IN THE DISTRICT OF COLUMBIA**

### **I. OVERVIEW**

In June 2000, the U.S. Department of Labor (DOL) awarded a one-year grant to the Joint Center for Political and Economic Studies, in support of activities for the "D.C. Initiative on Young Black Men: Designing a Collaborative Youth Development Service Delivery System." This study was designed to provide important information for policy makers and others who have an interest in the DC community's capacity to support young black men in their efforts to prepare for a productive adulthood.

To improve long-term employment prospects for out-of-school youth in the District of Columbia, Youth Opportunity funds provided by the Workforce Investment Act will help operate a collaborative youth development service delivery system. To help ensure that the new youth development system will offer appropriate and effective programs for young black men, especially those who are out of school, and to inform subsequent youth development efforts beyond the scope of the D.C. Initiative, the Joint Center for Political and Economic Studies has carried out a plan of research in four parts:

1. Assessing the need for a new youth development system, by preparing profiles of employment barriers and other characteristics for young black men in DC;
2. Preparing an inventory of existing community youth development efforts and resources to help young black men find employment, skills development, training, and education, that connect them with caring adults through those activities and also through mentoring, health and public-health-related services, social services, and recreational and cultural pursuits;
3. Identifying for further study the successes of selected neighborhoods, programs, and young people in improving employability, finding jobs, and providing potential mentors; and
4. Assessing neighborhood gaps in service availability and providing other findings useful in designing a collaborative youth development service delivery system, to knit existing individual programs into a coordinated structure with one-stop neighborhood points of entry.

This document constitutes the final report on the Joint Center's efforts.



## **Background**

In October 1995, the Million Man March brought hundreds of thousands of African-American men from far and wide to the District of Columbia, to pledge their intentions to live as upright, productive, and responsible citizens. That event impressed many observers as well as participants because of the positive energies released and the realization that if harnessed, they had great potential for improving conditions in African American communities across this country. One of these observers was Congresswoman Eleanor Holmes Norton of the District of Columbia.

The plight of African-American men had reached critical levels by the mid-1990s--their economic marginality, lessened ability to form or maintain families, poor health, and involvement with the criminal justice system were discussed quite often. But, suppose tens of thousands of D.C. men suddenly decided they wanted to break down the barriers between them and education, job training, steady employment, healthy lifestyles, and responsible fatherhood. Where would they go for help? Would they overwhelm available city and community services? How would they find the many government and private resources available to District men and boys who wanted to work on solving their problems and building on their strengths? How could the many individuals who indicated a desire to help these young men be effectively utilized?

Congresswoman Norton determined that what was needed was not just another study, but work that would feed into an easily comprehended report that would show what was already underway in the community and what additional efforts were needed to prepare District youth to lead healthy and productive lives. Unemployability has been linked to failure to form families, early breakup of families, and massive incarceration that makes black men constitute six percent of the population but 50 percent of inmates. So, ensuring that boys and young men are educated and prepared for a life of work was essential.

While the needs of African American males cover a broad spectrum of areas, many relate to their preparation for the workforce. Obviously, individuals who do not have strong educational and interpersonal skills are going to be disadvantaged in today's labor market. But other developmental needs of youth are linked to their ability to participate in and gain from employment training activities. It is in that context that the U.S. Department of Labor funded the Joint Center study. With the investment in a Youth Opportunity initiative in the District of Columbia, the Department found some synergy between the broader study of developmental needs and the employment training initiative it was beginning to put into place.

The Joint Center study was seen as one segment of a three-part effort. While the Joint Center has focused on needs and capacities for youth development in the District of Columbia, additional information will be gathered by a Commission on Black Men and Boys and an associated Advisory Board.<sup>1</sup> Through public hearings and contributions from their own work and research, these two entities have informed the Joint Center's work. The next step in the process will be

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<sup>1</sup> Lists of Commission and Advisory Board members can be found in Exhibits 1.1 and 1.2.



for the research reported here to be combined with the work of the Commission and Advisory Board to develop an Action Plan that will present recommendations for improving youth development service delivery. A major focus will be on steps necessary to coordinate the set of services offered with the new youth employment opportunity system that is being developed with Workforce Investment Act and Youth Opportunities funding.

### **Structure of This Report**

This report documents the work of the Joint Center under the Department of Labor grant. Chapter II is a ward-by-ward look at indicators of need for youth development services, including high school dropout rates, unemployment, poverty, involvement with the criminal justice system, teen parenting, and youth mortality. Data used to develop its ward maps of youth development needs came from the 1990 and 2000 Censuses of Population and from local sources.

Chapter III is a careful look at current capacities to provide young people with a variety of youth development services, including recreation and cultural activities as well as education, job training, counseling and other kinds of help. Data used to map program locations come mainly from the DC Administration for Children and Families' Youth Service Directory 2001. Also included are tables of results from a special "Managers' Survey of Programs for Youth 14-21" the Joint Center sent to hundreds of organizations and programs.

Chapter IV brings together the findings of previous chapters on needs and capacities, combines them with the findings of related studies completed during the last several years, and identifies gaps in services available to out-of-school youth and other at-risk young people.

Finally, Chapter V provides a summary of the most important findings in this report and recommendations for further work or community action.

## II. THE NEED FOR YOUTH DEVELOPMENT SERVICES

The District of Columbia and the services available to its residents have been the focus of numerous recent studies. The District government has initiated several studies on D.C. youth and the programs designed to serve them. Three studies that the Joint Center has identified overlap to some extent with the work undertaken for this DOL report. However, there are some important extensions provided by our research.<sup>2</sup>

### Previous Studies of Youth Development Needs and Capacities

District Government's Transitional Youth Plan. At the end of 1999, as provided by Title I of the Workforce Investment Act of 1998, and its implementing regulations, the D.C. Government's Workforce Investment Council Youth Council published a plan for comprehensive services to promote youth development. The Youth Council's plan dealt with the needs of all segments of youth in the city. Its provisions included "Career Pathways" for youth graduating from high school and transitioning to employment or further study, as well as a Youth Opportunities Initiative for those who drop out of school before graduation and need pre-employment education, training, and other help.

The Youth Opportunities Initiative was not fully developed in the Transitional Plan, but was to address multiple barriers to learning and employment success for out-of-school youth, youth with disabilities, homeless youth, youth aging out of foster care, and youth involved with the criminal justice system. After the Transitional Plan was written, the District Government became one of 36 grantees nationwide for the Department of Labor's Youth Opportunities Initiative.

Urban Institute's study of after-school programs. In the spring of 1999, after he had announced a plan to increase spending on youth development, DC mayor Anthony Williams commissioned the Urban Institute, Georgetown University, and the University of the District of Columbia (UDC) to conduct assessments to help guide the allocation of additional funds to improve after-school programs. The resulting study focused on indicators of needs and capacities relating to early childhood development, K-12 academic achievement, health and well-being, crime, and victimization.

For capacity data, this study relied on a "School-Aged Youth Services Provider Survey" fielded in July and August of 1999. Youth service providers were identified using lists of DC schools, churches, and other providers of youth activities before and after school.

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<sup>2</sup> The coordination between our work and that of some of these other studies has been facilitated by some overlap in the membership of the Commissions and advisory groups that have worked with each.

Key Findings and recommendations from the Urban Institute study included the following:

- Large fractions of youth in most parts of the District of Columbia receive public assistance, have low academic test scores, have poor physical and family health, and have high criminal victimization and arrest rates, all of which suggest a need for additional youth services.
- The typical youth in the upper northwest part of the city has fewer problems than youth in other parts of the city, suggesting less need for additional services there.
- Involvement of youth in after-school services was low in all locations except for downtown and upper northwest.
- DC had many providers of after-school services in all parts of the city, with substantial ability to expand, though limits on program capacity varied widely across different parts of the city.
- Proportions of limited-English-proficiency students in grades 1 to 5 were very high in the north central part of the city, fairly high in upper northwest, and very low in southeast. This suggested a different distribution of need for ESL and other language proficiency programs than for other after-school programs

Mayor's Blue Ribbon Commission on Youth Safety and Juvenile Justice Reform. This Mayor's Blue Ribbon Commission released a report on juvenile justice reform in November 2001. The commission investigated strategies to maximize public and private resources for crime prevention, and positive options for rehabilitating juvenile offenders. Its goal is a caring and humane system for juvenile offenders and potential offenders that emphasizes prevention, rehabilitation, and early intervention to combat substance abuse, child abuse, juvenile delinquency, and neglect.

The main recommendation of the Blue Ribbon Commission was an ongoing effort to assess the crime prevention, offender rehabilitation, and positive development needs of children and youth in the District, and to develop programs and systems to meet these needs. The Blue Ribbon Commission proposed that a DC Youth Services Coordinating Commission be set up by Mayoral Order and institutionalized by statute before the end of 2001. The charge of such a coordinating commission would be to co-ordinate policy and outcome-based planning across agencies dealing with children and youth, and to ensure ongoing collection, analysis, evaluation, and public reporting of youth data from both the public and the private sectors.

All three of these recent efforts have produced valuable information about capacities and needs for anticrime programs, rehabilitation options for youthful offenders, afterschool programs, and school-to-career programs. But these studies are rather sketchy when it comes to the needs of out-of-school youth, who have dropped out of school before getting high school diplomas.

This report on the Young Black Males Initiative focuses almost exclusively on out-of-school youth, and seeks to inform policy for this important and hard-to-serve segment of youth.

This report also seeks to inform other efforts that have tackled mainly other aspects of youth development in DC.

In this chapter, data from the Census Bureau, the DC State Data Center, DC Agenda's Neighborhood Information Service, and other sources are used to map the youth population and indicators of its needs for program services.

### **Target Population for the Young Black Males Initiative: Out-of-School Youth 14-21**

Age distribution, by ward. In national population data, the District of Columbia is notable for its relatively low overall proportion of youth. Single adults and other adults whose children have not yet reached their teens are numerous in the District, as are Federal retirees. Exhibit 2.1 shows the 1998 distribution of 18 to 24 year-olds by ward. The overall citywide proportion of youth was 8.3 percent.<sup>3</sup>

The very high proportion of youth in Ward 2 may reflect George Washington University student concentrations as well as patterns of immigration into the city. Migrants to DC are especially numerous in the central part of the city where housing and amenities attractive to young adults are heavily concentrated. Ward 3's elevated proportion of youth may be explained by the presence of American University and Georgetown University, as well as a heavy concentration of single-family residential dwellings.

Proportions of youth in the other six wards were lower, with a very even distribution. Outside Wards 2 and 3, proportions of youth stayed in a tight band, from 5.4 percent in Ward 7 to 7.9 percent in Ward 8.

### **What is Youth Development?**

Much research into "life skills" over the last fifty years has tried to identify factors associated with "risk prevention" and "resiliency" among adolescents and youth. Decades-long longitudinal studies by scholars such as Emmy Werner<sup>4</sup> and Felton Earls observed children as they grew up, and found many common factors among the life stories of children who grew into successful adults. These studies also found common factors in the lives of children who fell victim to criminal involvement, substance abuse, or other negative behaviors.

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<sup>3</sup> In this exhibit and in others that follow, areas that are darkly shaded are those with low concentrations of the indicator; those with little or no shading have high concentrations.

<sup>4</sup> Werner, 1991.

Research over the last decade at the Search Institute in Minneapolis<sup>5</sup> has summarized many studies and produced a list of forty social assets and social competencies that are associated with success in life. Other scholars have conceptualized these assets and competencies as "social capital", and have studied the roles of trust, character, and honesty in organizations, the labor market, and families. Yet other scholars have applied these concepts of youth assets, competencies, and needs to at-risk youth<sup>6</sup> and to young African-American males.<sup>7</sup>

Organizations such as America's Promise have distilled this research into models of "youth asset development" and "social capital" even further. There now is wide agreement among human development scholars and practitioners about the importance of building on young people's personal interests and personal strengths to develop the social and personal competencies necessary for healthy and productive adulthood.

The Five Fundamental Needs of Youth. According to America's Promise, the youth development organization founded several years ago by General Colin Powell, adolescents and youth have five fundamental developmental needs:

- Caring adults,
- Safe places,
- A healthy start,
- Marketable skills, and
- Opportunities to serve.

(See Exhibit 2.2)

This distillation of research on fundamental adolescent needs calls for interpreting youth development much more broadly than merely as education and training. "Marketable skills" is just one of five important elements for the transition to healthy and productive adulthood. "Life skills" or "soft skills" are perhaps even more important, even for success in the labor market<sup>8</sup>. Thus this report takes a broad view of youth development, encompassing both cognitive and non-cognitive youth competencies. The youth programs described in the next chapter were chosen for their capacities to fill any of these five broad fundamental needs, rather than just education and training to develop cognitive job skills.

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<sup>5</sup> Scales and Leffert, 1998.

<sup>6</sup> Dryfoos, 1990.

<sup>7</sup> Lee, 1994.

<sup>8</sup> Conrad, 1999.



## **Risk of Growing Up in DC**

**Dropping Out of School.** The most important indicator of the District's youth development needs is the dropout rate. Because schools can provide all five fundamental needs, dropping out of school makes adolescents and youth vulnerable to multiple increased risks to healthy and productive development. In general, urban school dropout rates tend to be substantially higher than rates in surrounding areas, for several reasons.

**The Nature of the Problem.** Because schools are administered locally and most education funds are raised through local taxation, areas with strong tax bases and predominantly well-off families have measurably better education outcomes than do hard-pressed urban areas. Also, from very early ages, many children in wealthier communities have books and computers at home, and their parents read to them and take them on many cultural outings. Such children mainly keep up with their classmates as they study science, health, sports, music, and the arts, as well as "the basics". Well over 90 percent of youth in well-off communities are likely to graduate after spending four years in high school. For the relatively few students who experience serious academic difficulty, generous policies on repeating grades often allow them to stay in high school until either they graduate or they reach the age of 22.

However, in areas where tax bases are relatively weak and poverty rates are above the national average, just the opposite is true. Educating poor children effectively costs much more than educating children from wealthy households, because schools must overcome socioeconomic barriers to education at home. Books, computers, and quiet places to study are scarce in poor people's homes, and many parents do not read to their children.

Children's school problems often are compounded by high household mobility rates among poor people. Economist Robert Haveman has estimated that, every time a child's family moves from one residence to another, the probability that child eventually will graduate from high school drops by two percentage points.<sup>9</sup> Nationally, the U.S. General Accounting Office has estimated that one in six of the nation's third-graders, more than half a million children, have attended at least three different schools since the beginning of first grade. The proportion of urban children who experience such mobility is almost twice the nationwide level. Further, children who change schools four or more times by eighth grade are at least four times more likely to drop out than those who stay at the same school, regardless of socio-economic status or reading achievement scores.<sup>10</sup>

But, ironically, schools for children who need the most help often cannot provide it. Urban schools often simply cannot afford to meet every child's basic needs in reading, math and science, let alone the "frills" most children enjoy, such as sports, music, and the arts. Urban schools often have entire categories of extra expenses that do not burden wealthy areas. For example, it costs much more to heat, ventilate, illuminate, repair, and clean century-old school

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<sup>9</sup> Haveman, 1991.

<sup>10</sup> U.S. General Accounting Office, 1994.



buildings downtown, compared to more recently-built schools elsewhere. Such extra expenses in urban school systems leave fewer resources for deploying enough teachers to deal with all students' problems effectively.

When consequently some schools fail continually to meet their special needs, some students get bored or discouraged and fall far behind their classmates. When such children reach junior high, sometimes they have become so discouraged and alienated by school that they become chronic truants or act out, disrupt other children's educations, and are suspended repeatedly. When they reach ninth or tenth grade, often they drop out of school altogether. Few school officials come looking for them when they are truant, and they are missed even less when they have dropped out entirely.<sup>11</sup>

Other students do well in school, but their strong sense of family responsibility pulls them out of school to help fill income gaps at home with earnings at dead-end jobs, or teenage childbearing or other circumstances result in their leaving before graduation.<sup>12</sup>

Magnitude of the Problem. One of the most important aspects of the dropout problem is that it is very difficult to track dropout rates and high-school graduation rates adequately at the local level, especially when families are quite mobile between localities. Many districts do not track retention of individual students for periods longer than one school year. The lack of data makes it difficult to hold schools accountable for the continued attendance of their students until graduation. Public support for the measures necessary to solve the dropout problem will lag without a fairly complete accounting of the massive level of failure to graduate from high school in the District.

One recent study of dropout rates compared the number of graduating seniors to the number of eighth graders four years previously, adjusting for population trends.<sup>13</sup> According to that study, the dropout rate for the District of Columbia was 40 percent overall and 45 percent for African-Americans. Overall dropout rates for the 50 states and DC ranged from 7 percent in Iowa to 43 percent in Georgia. The District of Columbia's 40 percent overall dropout rate was the same as Mississippi's and Arizona's. Only Georgia and Tennessee had higher overall dropout rates.

Since more than 90 percent of DC Public Schools students are African-American, it is more equitable to compare DC's performance among African-American students with state-level dropout rates for other African-American school children. DC's dropout rate for African-American students, 45 percent, was the same as that for Colorado, Indiana, and North Carolina. At least fourteen states had higher African-American dropout rates, including Wisconsin, Minnesota, Georgia, Tennessee, Nevada, Oregon, Ohio, Florida, New York, Alabama, Hawaii, Michigan, Nebraska, and Kansas. The measured African-American dropout rate ranged from 29 percent in West Virginia to 60 percent in Wisconsin. For 13 states, including Arizona, Kentucky, and South Carolina, as well as states with tiny African-American populations, data on

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<sup>11</sup> Fine, 1991.

<sup>12</sup> Ekstrom, 1986.

<sup>13</sup> Greene, 2001.

African-American high school graduation rates were unavailable or insufficient for calculation of African-American graduation and dropout rates.

Although the District is not the worst state-level jurisdiction in terms of drop out rates for African Americans, DC dropout rates are not the same across the city. Ward-level measures using the very clear methods of the study just cited are not available. But several less-accurate measures are available, as shown in Exhibits 2.3 through 2.5c.

Distribution by Ward/Geographic Variation in Youth Development Needs. Exhibit 2.3 shows ward-level proportions of high school graduates among persons 25 and older, using data from the 1990 Census. Since this measure includes only people substantially beyond high school age, it does not reflect the recent performance of the DC Public Schools. But it does paint a picture of parents' education levels, which often are highly correlated with those of their offspring.

While the overall proportion of District residents with high school diplomas was 73.1 percent in 1990, it ranged from 61.3 percent in Ward 8 to 94.1 percent in Ward 3. Ward 3 was a real outlier; the next highest proportion was Ward 2's 81.4 percent.

To take this examination of adult education levels one step further, Exhibit 2.4 shows proportions of the 1990 population age 25 or older with college degrees. The overall proportion was 33.3 percent. Once again, Ward 8's proportion was lowest, at 8 percent, and Ward 3's was by far the highest, at 70 percent.

To measure the recent performance of the school system, Exhibit 2.5a shows the latest available one-year "status" dropout rates for the DC Public Schools, by ward. These rates represent proportions of students in grades 7 through 12 not enrolled in the fall of 2000 who were enrolled sometime during the previous school year.

It is more difficult to interpret these statistics than the dropout rates reported in the Manhattan Institute study cited above or in the Census figures provided in Exhibit 2.3. The statistics from the DC Public Schools mix in students who are too young to drop out (those in grades 7 and 8), and pertain to just one year. Calculated this way, the overall systemwide dropout estimate was only 6.9 percent, compared to the more realistic 40 percent estimate from the Manhattan Institute.

The main difference between the two measurements is that the Manhattan Institute looked at rates at which eighth graders did not graduate from high school within four years, while the DC Public Schools measured one-year rates at which students dropped out from junior-high and high school. Holding schools accountable for their students' high school completion at the very least would require separate reporting of dropout rates for each individual grade. If we knew neighborhood rates at which students are lost between eighth grade and ninth, ninth and tenth, tenth and eleventh, and eleventh and twelfth, we would have a much better sense of where and when students are dropping out.

Regardless how the dropout rate is calculated, its distribution was extremely uneven across the city. Using the DCPS definition, for the most recent year available it ranged from 3.6 percent in Ward 2 to more than twice that level in Wards 8, 4, 7, 6 and 5. While dropout levels in the DCPS data are hard to interpret, wide variation across wards is not. Wards 5 and 6 have rates close to the citywide average. Wards 2 and 3 have dropout rates far lower than average. Wards 8, 4, and 7 are the areas of highest need for youth development services targeted at dropouts, and Wards 6 and 5 are not far behind.

Exhibit 2.5a has important implications for resource allocation. The DC Public Schools invest thousands of dollars per year in each enrolled student, and high-school students are much more costly than elementary or junior-high students. With the exception of relatively few students in alternative education programs, non-enrolled youth receive no benefit from these school expenditures. Some states have established mechanisms for capturing funding lost to regular schools because of dropouts and investing these resources in alternative schools and other second-chance programs<sup>14</sup>. In the District of Columbia, where there is no such mechanism, there is an implicit transfer of millions of public education dollars from wards that have higher-than-average dropout rates (Wards 8, 4, 7, 6, and 5) to wards with lower-than-average dropout rates (Wards 2, 3, and 1). This disinvestment by the public schools largely is caused by students who drop out and by parents who allow them to drop out. But reversing such disinvestment would require substantial investment in alternative education and other youth development programs, outside the school system, concentrated in Wards 8, 4, 7, 6, and 5. Targeting special and much needed programs on out-of-school youth means investing more on such programs in wards where dropout rates are high than in wards where there are few dropouts. Even with such targeting, because alternative schools, GED programs, and other youth development programs tend to be much lower in intensity than regular schooling, less would still be invested in dropouts than in youth who remained in school until graduation.

### **Joblessness**

The Nature of the Problem. As our economy matures, unskilled jobs that pay living wages are disappearing, in favor of jobs that require substantial "hard" (cognitive) or "soft" (people) skills. To grow into productive workers for the new economy, students must get much more than the minimal basic skills certified by educational credentials short of regular high school diplomas. Even cramming for a GED exam will not provide the "soft skills" and readiness for teamwork likely to be learned in the day-to-day experience of getting along with teachers and fellow students through the twelfth grade at a regular high school. While a dropout with a GED certainly has more opportunities than a dropout without one, economists have measured stiff labor-market penalties for failing to earn a regular four-year diploma. According to the National Library of Education, the best estimate of the effect of dropping out of high school on annual earnings at age 25 is a decrease of 23 to 32 percent. Among young men at age 25, GED attainers

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<sup>14</sup> Gruber, 1997.

average 23 percent lower earnings than regular high school graduates, and dropouts without GEDs average 32 percent lower earnings than regular high school graduates.<sup>15</sup>

Young people often drop out of school because poor areas cannot afford to deal with their special problems, even though tax rates for local education may be much higher than in wealthier areas nearby. It is doubly ironic that, after underachieving students become dropouts, alternative education, job training, and employment programs have even fewer resources to spend on them than did education systems. As it becomes more and more apparent that a young person needs extra help to become a productive adult, often fewer and fewer resources are available to provide that help to him or to her.

The result often is chronic joblessness for young people who have left high school without four-year diplomas. They frequently reach young adulthood with no high school diploma, no alternative educational credential, no skills training, and little full-time work experience.

Magnitude of the Problem. The national proportion of youth age 16 to 19 who were neither enrolled in school nor working in March 2000 was 8 percent.<sup>16</sup> This proportion was 6 percent for non-Hispanic whites and 13 percent for African-Americans and Hispanics. Among youths 18 to 19, the proportion neither enrolled in school nor working was 12 percent overall, but 9 percent for non-Hispanic whites, 18 percent for Hispanics, and 21 percent for African-Americans.

Distribution by Ward / Geographic Variation in Youth Development Needs. Exhibit 2.6 shows the distribution of overall unemployment rates by ward according to the 1990 census. Because of the current recession, these eleven-year-old figures may in fact be more relevant to the near future for DC wards than the still unreleased 2000 Census statistics. Unemployment rates ranged from 2.9 percent in Ward 2 to 18.0 percent in Ward 5. Wards 4 and 7 were closest to the citywide average unemployment rate of 7.2 percent. Wards 2 and 3 were substantially below the citywide average, and Wards 5, 8, 1, and 6 were substantially above it.

These indicators demonstrate a probable need for out-of-school youth education, job training, job placement, and job development services concentrated in the southern, eastern, and central parts of the city.

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<sup>15</sup> Boesel, 1998.

<sup>16</sup> Federal Interagency Forum on Child and Family Statistics, 2001.



## **Poverty**

**The Nature of the Problem.** Poverty is the best single predictor of dropping out of school. Because many poor youths never get good foundations in basic reading and math in elementary school, a substantial proportion of them fall behind, get discouraged, engage in truancy or suffer repeated suspensions, and ultimately drop out altogether. Some sociologists call the school-related factors that drive students away before graduation, "push factors".<sup>17</sup>

Other poor youths may be good or even excellent students, but may fall prey to "pull factors". Family responsibilities or teenage childbearing may lead them to chronic absence from school. Poor youths may try to fill income gaps at home with too much youthful work. Studies have shown that even good students who try to work more than 20 hours a week during the school year run the risk of dropping out. During recessions and after a family has exhausted welfare time limits, these "pull factors" may be especially strong.

Besides operating through the mediating factor of elevated dropout rates, poverty has other, more direct effects on youth development as well. Since neighborhoods tend to be highly segregated by income, poverty tends to be concentrated geographically.

As Paul Jargowsky shows in his important work on the increasing concentration of urban poverty,<sup>18</sup> healthy youth development in poor neighborhoods tends to be stifled by numerous risk factors. Negative peer influences, gang activity, high crime rates, relatively few good job opportunities, poor housing, high rates of substance abuse, and high residential mobility inhibit the attainment of the developmental competencies outlined in Exhibit 2.2. Poor youth often may need help from social service programs to escape these neighborhood risks to healthy development.

On the other hand, high-poverty areas have a few characteristics that could be advantageous for youth development. Vacancy rates in high-poverty census tracts tend to be double what they are in low-poverty tracts.<sup>19</sup> The median age of buildings is more than eleven years older in high-poverty tracts than in low-poverty tracts. Thus there are many vacant and dilapidated buildings that could be rehabilitated and turned into youth development facilities, or that could be torn down and converted into playgrounds or "vest-pocket parks". One very promising national youth development model, called "YouthBuild", even calls for, wherever possible, gaining title to abandoned properties, using them to train youth in the construction trades, and then renting or selling the resulting renovated buildings to help fund the program.

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<sup>17</sup> Ekstrom, 1986.

<sup>18</sup> Jargowsky, 1997.

<sup>19</sup> Jargowsky, 1997, p. 93.



**Magnitude of the Problem.** Statistics on poverty for youth 14-21 in the District of Columbia are not readily available in national sources between decennial censuses. Thus gauging the approximate poverty rate for D.C. youth with available data requires examining poverty statistics by age, state, and, since the District's youth mainly are African-Americans, by race.

Nationally, 16.2 percent of children and youth under age 18, and 14.4 percent of 18 to 24-year olds, lived in poverty during the year 2000.<sup>20</sup> The national poverty rate for African Americans of all ages was 22.1 percent, 14.6 percentage points higher than the rate for non-Hispanic whites. The poverty rate for Hispanics was 21.2 percent. While the overall three-year average poverty rate for the U.S. was 11.9 percent from 1998 to 2000, it was 17.3 percent in D.C. This was the third highest rate in the country, behind New Mexico's and Louisiana's.

**Distribution by Ward / Geographic Variation in Youth Development Needs.** Exhibit 2.7 shows median 1998 household income in DC, by ward. Notice that Wards 1, 4, 6, and 2 were fairly close to the overall DC median of \$43,011. Ward 3 was almost twice the median, at \$80,000. But Wards 8, 7, and 5 trailed far behind.

The ward distribution of 1989 poverty levels (Exhibit 2.8) shows a similar pattern. Wards 8, 2, 7, and 1 had poverty rates above 19 percent. Wards 5 and 6 were close to the citywide average poverty rate of 16.9 percent. And Wards 3 and 4 had very little poverty, with rates in the single digits.

Until fairly recently, government income-support programs reached a fairly high proportion of poor households. Thus use of food stamps and cash welfare may be taken as indicators of poverty. Exhibit 2.9 shows 1998 proportions of children receiving cash welfare, by ward. Ward 3's proportion was almost infinitesimal, at a tenth of one percent. Ward 8's proportion was 294 times higher, at 29.4 percent. Wards 7, 6, and 5 had poverty rates in the 'teens, while Wards 4, 2, and 1 had rates in the single digits.

Finally, Exhibit 2.10 gives 1998 proportions of children receiving food stamps, by ward. The proportions are almost identical to the welfare use proportions in Exhibit 2.9.

These statistics show that youth development needs related to indicators of poverty are concentrated in the southeastern quadrant of the city, in Wards 8, 7, and 6, and to a lesser extent in the northern and central part of the city, in Wards 5, 1, and 2.

### **Involvement with the Criminal Justice System**

**The Nature of the Problem.** Dropping out of school, expulsion, suspension, or engaging in the chronic truancy that often precedes dropping out altogether, has three important effects.

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<sup>20</sup> U.S. Census Bureau, **Poverty in the United States: 2000, 2001.**

- Youth are deprived of a high proportion of the caring adults in their lives. Fewer adults are available to help mentor and coach dropout youth away from developmental risks.
- Youth have many more unsupervised and unstructured daytime hours for getting into trouble. A Minneapolis study attributed to an anti-truancy initiative a 68 percent drop in daytime crime.<sup>21</sup> Other studies have found that youth involved in sports or other structured activities are less likely to become delinquent. Two-thirds of prison inmates never received regular high school diplomas.<sup>22</sup> Many of their criminal careers may have begun while they were on suspension or truant from junior or senior high school, "running wild" without adult supervision.
- Youth have fewer positive peer influences during the day. While friends who had been positive influences are busy at school, a truant, dropout, or suspended or expelled student is more likely to associate with other unsupervised youth, who may expose them to early sexual experimentation, substance abuse, violence, and other unhealthy adolescent behaviors.

Magnitude of the Problem. Richard Freeman noted a decade ago that at any point in time a majority of young African-American male dropouts are involved with the criminal justice system. Based on a 1997 Census of Juveniles in Residential Placement, the latest available statistics on youth criminal adjudication and incarceration by state<sup>23</sup> show a D.C. juvenile custody rate of 662 per 100,000, highest in the nation and far above a national average juvenile custody rate of 368 per 100,000.

However, this custody rate was more of a racial than a jurisdictional phenomenon, reflecting the District's high proportion of minority juveniles. Overall, 34 percent of the 1997 U.S. juvenile population were minorities, but 87 percent of the District's juveniles were minorities. D.C. actually was below the national average rate of 1,018 non-Hispanic African-American juveniles confined per 100,000, at 855 confinements per 100,000. Thus D.C.'s predominantly minority population made the District the leader in juvenile confinement, not any harsher sentencing policy toward African-American juveniles in D.C. than elsewhere.

Distribution by Ward / Geographic Variation in Youth Development Needs. While many crimes never are solved, so that the age of the perpetrator remains unknown, among solved homicides it is known that about one in four murdered juveniles are the victims of other juveniles.<sup>24</sup> The ward-by-ward pattern of number of teen homicides in Exhibit 2.11 is quite similar to the ward distribution of dropout rates in Exhibit 2.5a. Ward 8 had by far the most teen homicides in 1998, followed by Wards 7, 5, and 6. Wards 2 and 4 trailed behind. Ward 1 had only one teen homicide, and Ward 3 had none.

<sup>21</sup> U.S. Department of Education, 1996.

<sup>22</sup> U.S. Department of Justice, 1991.

<sup>23</sup> Snyder and Sickmund, 1999.

<sup>24</sup> Snyder and Sickmund, 1999, chapter 2.

These indicators demonstrate a pressing need for programs that engage dropouts and other at-risk youth in positive activities, including alternative schooling, mentoring, recreational, cultural, and other structured programs, especially in Wards 8, 7, 5, and 6.

### **Criminal Victimization**

The Nature of the Problem. The pressures of growing up in tough, poor neighborhoods make trouble with peers or with adults a constant threat. "Street codes" of conduct, combined with ambiguous messages about violence from parents, school staff, and police, sometimes make violence almost inevitable. Doing well in school may itself violate a "street code" and precipitate potential violence in some neighborhoods.<sup>25</sup> To avert violence, some community programs teach youth the skills of conflict resolution, peer mediation, and what sociologist Elijah Anderson calls "code switching". Learning these skills enables urban youths to cope with the very different unwritten rules of street, school, and workplace.

One of the subtler ways peers influence youth to become delinquent is through criminal victimization. Youths who have dropped out of school or are truant in high-poverty, high-crime neighborhoods are likely to become victims of violence or property crime perpetrated by other youths. In response, victimized youth may arm themselves, become more violent and more aggressive themselves, and become victimizer as well as victimized.

Thus youth criminal victimization is an important indicator of the need for antiviolenace programs, mentors, mental health services, recreational and cultural programs, and other policies and programs to provide youth with safe places, structured time, caring adults, and positive peer influences.

Magnitude of the Problem. According to the National Crime Victimization Survey, juveniles 12 to 17 and young adults 18 to 24 are the age groups at highest risk of becoming victims of simple assaults and serious violent crimes. While the risk of serious violent crime victimization was 14 per 1000 persons of all ages in 1995 and 1996, it was 26 for 12 to 17 year olds and 29 for 18 to 24 year olds.<sup>26</sup> Juveniles and young adults also were more likely than average to become victims of property crime. While the overall property crime victimization rate was 131 per 1000 people of all ages, it was 149 for juveniles 12 to 17 and 189 for young adults 18 to 24.

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<sup>25</sup> Canada, 1995.

<sup>26</sup> Snyder and Sickmund, 1999, chapter 2

Distribution by Ward / Geographic Variation in Youth Development Needs. Exhibits 2.11 and 2.12 show the very uneven distribution of criminal victimization of youth across the District of Columbia. As already explained in the last section, Exhibit 2.11 gives the number of teen murders by ward in 1998. Exhibit 2.12 shows overall victimization rates according to the seven police districts in DC rather than the eight wards. But, in both exhibits, the pattern is a familiar one. Upper northwest had only 5 percent of the city's youth victimization cases in 2000, while areas in the southeastern and upper central parts of the city had far more than their fair share.

These exhibits show the pattern of need for violence prevention programs and other activities designed to structure youths' time in positive ways and connect them with caring adults in their communities.

### **Teen Parenting**

The Nature of the Problem. "The child is father to the man." For many subtle and obvious reasons, boys who grow up without resident fathers are likely to become nonresident fathers themselves, and girls who grow up without resident fathers are likely to become single mothers.<sup>27</sup>

As has already been pointed out, truancy and dropping out of school take away caring adults, safe places, positive peers, and structured, supervised time. Often, one of the consequences is teenage parenthood. For young mothers, having a child without having a family breadwinner often leads to the welfare rolls.

For the child of a single teenage mother, persistent poverty is much more likely. Thus the child of a young single mother is more likely to be born without prenatal care, to weigh less than twenty ounces at birth, to grow up in poor neighborhoods, to suffer neglect and abuse, and to drop out of school. Risk factors in one generation of youth thus tend to lead to risk factors in the next.

For young fathers, not being able to provide for one's offspring leads to efforts to dodge child-support collection efforts, which follow the establishment of welfare cases with increasing frequency and efficiency. Fathers who cannot meet child support obligations often try to leave a very faint trail for collection agents to follow. They may favor jobs in the underground economy over "above-ground" jobs that provide more training and better opportunities for advancement.

Evaluation research on responsible fatherhood programs has stressed the importance of intervening when fathers still are young and their children still are infants and toddlers. Such programs often combine job training and job placement efforts with peer support from other young fathers in similar circumstances. There may be synergistic effects when programs confront the fatherhood responsibilities and chronic joblessness of young men at the same time. Motivation to learn and to work may be increased when young fathers know their earnings will

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<sup>27</sup> Furstenburg, 1995.

support their children, and employers may be more willing to take a chance in hiring a young man who's meeting his fatherhood responsibilities.<sup>28</sup>

**Magnitude of the Problem.** Births to young women of high school age are a major cause of dropping out of school. While the U.S. adolescent birth rate reached a record low in the most recent year available, 1999, it still is orders of magnitude higher than in other industrialized countries. In 1999, there were 163,588 births to young women age 15 to 17, or 29 per 1000.<sup>29</sup> Disaggregating this overall rate by ethnicity yields rates of 17 per 1000 white non-Hispanic young women, 54 per 1000 African-Americans, and 61 per 1000 Hispanics.

**Distribution by Ward / Geographic Variation in Youth Development Needs.** Ward level indicators of teen births, welfare use, and low-birthweight babies that tend to indicate unplanned parenthood, tend to show the same kinds of patterns as indicators of dropout rates and involvement in the criminal justice system.

From Exhibits 2.13 through 2.15, we may conclude that the pattern of need for youth sexuality and parenting programs is very much like the patterns of need described above for programs to combat other developmental risks.

**Exhibit 2.13** shows a familiar pattern in 1998 births to teen mothers by ward. Ward 8 was the leader, followed by Wards 7, 5, 4, 6, and 1. Ward 2 trailed with only one-third the percentage of Ward 8, and Ward 3 was last, with only one-eightieth of Ward 8's percentage. **Exhibits 2.14 and 2.15** show very similar patterns in two tragic consequences of teen births: low birthweight babies (under 2500 grams or about 5 and one-half pounds) and infant mortality. Both low birthweights and infant mortality are disproportionately concentrated in babies born to teen mothers, who often do not get the prenatal care they need.

## **Health Problems**

**The Nature of the Problem.** One important fundamental need not mentioned so far is "a healthy start". In this country most health insurance is provided as a nonwage family benefit for breadwinners employed in fairly good jobs. Thus many chronic youth health problems tend to occur in the same areas where poverty and unemployment rates are high. Even in the poorest Census tracts, the proportion of total neighborhood income coming from wages and salaries is about the same, three quarters.<sup>30</sup> But jobs for people in poor neighborhoods are less likely to provide health insurance benefits than jobs for people elsewhere. This means that, even with the existence of Medicaid and CHIP, children and youths in such areas often have little access to preventive or continuous care, and often have no family doctor who feels accountable for a young person's health over a long period of time.

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<sup>28</sup> Knox and Redeross, 2000.

<sup>29</sup> Federal Interagency Forum on Child and Family Statistics, 2001, page 34.

<sup>30</sup> Jargowsky, 1997, p. 100.



A few health risks are less directly tied to income. For example, environmental conditions that often lead to asthma, lead-paint poisoning, and other debilitating illnesses are common among residents of very old buildings.<sup>31</sup> In crowded urban areas, inadequate recreation facilities make youthful obesity and childhood-onset Type II diabetes much more prevalent than elsewhere. Violence has become a public health problem in recent decades, with homicide the first or second leading cause of death among young people. And early sexual experimentation tends to be unprotected, leading to a high prevalence of sexually-transmitted diseases among urban youth.

There are many medical and public-health interventions to help youths escape or cope with these problems. However, there is one important respect in which "a healthy start" differs from the other youth development needs discussed above. Most health-related services accessed by young people do not establish ongoing relationships with them. Such health-related services tend to respond episodically to young peoples' acute needs. Clinics, children's hospitals, crisis hotlines, and emergency services are by their very nature short-term interventions. They are vital services for youth, but they are qualitatively different from other youth development programs. Contact between youths and most health care providers are measured in hours or days, rather than weeks or months. This distinction is important in assessing area capacities to meet some health needs.

Magnitude of the Problem. According to data gathered in March 2001, 14.0 percent of the U.S. population was without health insurance for all of 2000.<sup>32</sup> Of those who had it at some point during the year, employment was the most common source, accounting for 64.1 percent of the population. Government covered 24.2 percent of the population.

While 14.0 percent of the entire population went without coverage for the whole year, 29.5 percent of poor people survived 2000 without any coverage. These proportions include 11.6 percent of all children and youth under age 18 (21.5 percent of poor children and youth under 18) and 27.3 percent of 18 to 24-year-olds (46.6 percent of poor 18-to-24-year-olds). Among poor adults 18 to 64, 47.5 percent of those who worked full-time had no coverage during 2000, while only 36.6 percent of those who did not work at all went without coverage.

According to parents' reports in the 1998 National Health Interview Survey, 83 percent of children overall were in very good or excellent health, while 7 percent of children 5 to 17 were limited in their activities because of a chronic health condition such as asthma, hearing impairment, or diabetes. Male children age 5 to 17 were twice as likely to have activity limitations (10 percent) as female children (5 percent). Disaggregating by poverty status, 87 percent of children in families living above the poverty line were in very good or excellent health, compared to only 70 percent of poor children, and 7 percent of non-poor children were limited in their activities, compared to 11 percent of poor children.

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<sup>31</sup> Sherman, 1994

<sup>32</sup> U.S. Census Bureau, Health Insurance Coverage: 2000, 2001.

Among adolescents 15 to 19 in 1998, there were 70.6 deaths per 100,000, including 26.0 motor vehicle deaths per 100,000, 9.6 firearm homicides, and 5.6 firearm suicides. There were 149.4 deaths per 100,000 African-American males 15 to 19, including 25.5 motor vehicle deaths, 63.5 firearm homicides per 100,000, and 7.5 firearm suicides.

Distribution by Ward / Geographic Variation in Youth Development Needs. Exhibit 2.16 shows, by ward, the mortality of children and youth age 1-19 in 1998. The pattern is a familiar one. Wards lining the unbroken eastern edges of the District's broken diamond outline had much higher mortality than wards downtown or in upper northwest. Wards 8 and 7 had the highest mortality, followed closely by Wards 5 and 4. Wards 1, 3, and 2 had very little mortality, while mortality in Ward 6 was at an intermediate level.

### III. CAPACITIES TO PROVIDE YOUTH DEVELOPMENT SERVICES

This chapter takes a look at services available in the District of Columbia for out-of-school youth age 14-21. Data used in this chapter come from two major sources: the Youth Services Directory 2001 published by the DC Administration for Children and Families, and a special mail/fax survey fielded by the Joint Center for this project.

#### The DC Youth Services Directory 2001

In November 2000, the Office of the Mayor distributed a "Youth Services Directory 2001" with several hundred addresses and telephone numbers youth could use to access a variety of services. This 202-page document included all youth-serving programs known to the District Government as of November 2000. Prepared by the D.C. Administration for Children and Families, the document was distributed for the first time at a November 20, 2000 mayoral event called, "The City is Mine: Youth Summit 2000." Appendix A is a copy of the cover page, table of contents, and part of the directory's chapter on employment-focused programs. Notice that the directory is divided into many chapters, covering substance abuse services, health and well-being services, schools, and several other categories in addition to employment services. The providers of these services include the District Government, nonprofit community agencies, churches, and nationally-affiliated youth programs. The DC Youth Services Directory was the most comprehensive available source of program names, addresses, telephone numbers, and email addresses for use by this project. Building on this important resource ensured that the Joint Center's survey coverage of programs for youth would be thorough and wide.

Exhibit 3.1 is a map of the locations of these Directory programs, plus several other programs known to the Joint Center.

Not all the programs in the directory are relevant to our target population of out-of-school youth, most of whom left high school without graduating. The chapter on college tuition assistance is irrelevant except to the extent that it might cover help with noncredit education and training to prepare dropouts for post-secondary, for-credit courses. College programs appropriate for dropouts, such as a voucher of up to \$4,000 for noncredit courses, are included in all relevant exhibits in this report. Other college programs, including for-credit four-year baccalaureate programs, are excluded from all exhibits except Exhibit 3.1

Regular high schools listed in the directory by definition do not serve dropouts. However, a growing number of schools, such as the Next Step Charter School, have as their explicit missions the recovery of dropouts for enrollment in regular degree or GED programs. Those schools are included in all relevant exhibits in this chapter. Other schools, such as regular high school programs, appear in this report only in Exhibit 3.1.

Other chapters or parts of chapters of the Youth Services Directory are not relevant to studying youth development programs that connect young people with caring adults *on an ongoing basis*. Hotlines, emergency telephone numbers, and legal information services generally establish only

brief, episodic connections with youth. As was pointed out in the last chapter, most health-related services also deal with youth only episodically. The main exceptions to this rule are generally public health programs that deal with issues of sexuality, parenting, and violence prevention. Such programs are included in all relevant exhibits in this report. The rest appear here only in Exhibit 3.1

Omitting 62 such episodic programs and services, putting aside 37 programs inappropriate for the average dropout, and adding in programs not listed in the Directory that came to the Joint Center's attention, resulted in a list of 428 programs that connect out-of-school youth with caring adults on an ongoing basis. Frequencies of broad categories of programs in this list are presented in Exhibit 3.2, and mapped in Exhibit 3.3. These broad categories include

- Employment-related programs;
- Education, tutoring, and training programs;
- Mentoring programs;
- Social services;
- Health and well-being programs;
- Recreational and cultural programs; and
- Miscellaneous other programs.

#### **The Survey of Managers of Programs for DC Youth 14-21**

The Joint Center developed and fielded a special survey for managers of the programs listed in the directory, and also obtained survey responses from some programs not listed in the directory.

A copy of the survey instrument appears in Appendix B. Building on previous instruments developed by the Urban Institute<sup>33</sup> and the Joint Center,<sup>34</sup> the questionnaire asks several basic categories of questions about youth development:

- Who funds youth development programs, and how are they organized?
- How intensively do youth participate in the programs?
- What are the demographics of program use?
- How are the programs staffed?

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<sup>33</sup> Chaplin, 1998.

<sup>34</sup> Turner and McFate, 1994.

- How much unused capacity do programs have?
- Do programs coordinate activities with each other by referring youth to other programs?

For several important broad categories of programs, answers to these questions are presented below.

On the whole, response to our survey was fair for a mail/fax effort lacking the resources or staff for in-person followup: Ninety-two of 428 programs that connect dropouts with caring adults responded, for an overall response rate of 21.5 percent. For questions about sources of funding and form of program organization, the overall sample reaches 126 programs, for a response rate of 34.0 percent. These questions asked about the *sponsoring organization's* characteristics, not the characteristics of the *responding program*. For organizations that run more than one program, this means that answers from one responding program also pertain to *sister programs* that did not send us questionnaires.

These response rates easily could have been doubled with more and timelier survey responses from city-funded programs, particularly in the area of recreation, and with a more intensive effort to reach alternative schools. But, even so, there were several very pleasing results:

- Proportionately more survey responses came from agencies not run by the District Government. Since many of these are small programs, cooperation is greatly appreciated.
- Survey response rates were best (over 40 percent) in the crucial Employment and Mentoring categories. Health and Well-Being programs reached a response rate of almost 30 percent. The Social Services response rate was not far behind. Education, Tutoring, and Training reached a response rate of almost 20 percent. Recreational/Cultural and Miscellaneous other services yielded the worst response rates. As already mentioned, the overall response rate topped 20 percent.
- Although District Government agencies did not respond in time to provide much data for this report, the DC Administration for Children and Families has adopted, with a few crucial changes, an online version of the Joint Center's survey instrument, for use in future monitoring of programs for children and youth.

Exhibit 3.4 shows the overall response rate and response rates within each of these categories.

The next few sections use data from the Directory and the Survey to answer questions about sponsorship, funding, staffing, intensity, participant demographics, and unused capacity of DC youth development programs for out-of-school young people.



### Categories of Youth Development Programs in DC

Employment-Related Services. Categorization of programs for this report generally followed the lead of the DC government's Youth Services Directory 2001. Twenty-four programs were identified as focusing on employment-related services for youth age 14-21, including skills assessments, resume-writing, job search assistance, job placement, and employment readiness training. Exhibit 3.5 is a map of their locations within DC neighborhoods (Census block groups). Most of them are run by the DC Department of Employment Services (DOES), but several are operated by community agencies. These organizations include the Capitol Hill Group Ministry, the Center City Community Corporation, the AFL-CIO's Community Service Agency, Friendship House, Jubilee Jobs, Living Wages of Washington, the Spanish Catholic Center, and Wider Opportunities for Women. All of these programs presumably are designed to meet at least one of the fundamental youth development needs listed in Exhibit 2.2: developing marketable skills. They also can provide safe places and connections to caring adults.

Survey Results. Seventeen employment-focused programs sent back questionnaires to the Joint Center. For questions about funding and form of organization, these responses represented nonprofit organizations with a total of 28 programs. Exhibit 3.6 is a table of survey results from the 10 employment-focused programs that sent back completed or partially-completed questionnaires. This sample size is very small, and so the results in the exhibit should be used cautiously in decision-making. On the other hand, these ten programs represent 42 percent of the total of 24 employment-focused programs in the city identified by the directory and the Joint Center.

Because of the small sample, only very robust statistical estimates are presented. These statistics include proportions of "yes" answers to yes/no questions, and medians of quantitative questions. The unit of analysis is the program, even though programs are of very different sizes. Sample sizes are too small and data on total program size are too unreliable to justify weighting statistics by program size, in order to try to change some units of analysis to youths rather than programs.

Note number two on Exhibit 3.6 indicates that responses about funding and organization represented up to 11 programs, while responses to all other questions represented up to 10 organizations. All of the organizations responding to the survey were nonprofits, and the proportions reporting some funding from the Federal government, District government, foundations, the Combined Federal Campaign, and the United Way each were 75 percent.

The median employment-focused program providing data on the main program intensity item served the typical youth for 39 weeks. In a typical week, the median employment-focused program served 63 youths for 40 hours. The median program counted African-Americans as a very high proportion of its clients during the previous program year. There was no evidence that employment programs avoided serving out-of-school African-American males. The scarcity of Hispanic clients very likely is a peculiarity of this particular sample's item responders. While the

median program ran at capacity during the previous year, with no waiting list, apparently it had run at up to double its current capacity during the prior three years.

### **Education, Tutoring, and Training**

Ninety-three programs for dropouts had education, tutoring, or training as their primary function. These programs are mapped by neighborhood in Exhibit 3.7. There are three kinds of symbols: for alternative schools, college tuition programs, and other education-focused programs. All of these programs are designed to meet at least three of the youth development needs identified in Exhibit 2.2. They are meant to help youths build marketable skills, and they provide safe places and connections to caring adults.

Alternative Instruction in the DC Public School System. Dropping out of high school is not a new phenomenon. In past decades, most large urban communities had extensive offerings of adult education courses and night high schools, and were well-staffed with truant officers to round up missing students. But there has been a national trend away from such retention efforts.

The DC Public Schools still have a few programs that offer alternative education settings to students who have dropped out, who need special help, or who transfer directly from a regular high school. Two comprehensive high schools (Spingarn and Ballou) offer classes until 10 pm to accommodate young people who work or have other responsibilities during regular school hours. Students who are not enrolled there in courses leading to a regular high school diploma are offered instruction to prepare for the GED exam. There are public school facilities for early intervention for students likely to dropout in the future: those who are chronically truant, or who have been suspended for periods of 25 days or more. But at the beginning of 1999, the DC Public Schools transferred control of all other GED instruction and adult education programs to the University of the District of Columbia.

A very promising development is the proliferation of public charter schools that specifically target dropout and truant youth. While some public charter schools focus on the gifted or on preparation for specific careers, charter schools such as Next Step and Luke Moore have goals of serving dropouts prominent in their mission statements.

Colleges. There are a few non-credit programs at UDC and other local colleges that lead to certificates in recognized, marketable job skills. Vouchers of up to \$4,000 are available for young people who meet specific criteria for eligibility. These programs are given their own symbol in Exhibit 3.7

Survey Results. Exhibit 3.8 shows that seventeen education-focused programs sent back questionnaires to the Joint Center. For questions about funding and form of organization, these responses represented nonprofit organizations with a total of 28 programs. All of these programs received Federal funding, 71 percent received funds from the United Way, half were funded by the Combined

Federal campaign, 37 percent by the Black United Fund, and 14 percent each by foundations and the District government. Thirty-seven percent got by with funding from none of the above sources.

The median responding program served 39 youths during the previous program year. A large proportion of these youths seem to have been African-Americans, but disproportionately young women rather than young men. A majority of the responding programs seem to have served no out of school African-American or Hispanic males.

During a typical week, the median program had 4 paid staff and 9 volunteers. Probably because few programs had open-entry, open-exit curricula, and because individual youths have strong preferences for particular types of training that might not be offered all the time, the median program had both waiting lists and excess capacity simultaneously.

Mentoring. City-wide, only eleven programs focused on mentoring or leadership. Their locations are given in Exhibit 3.9. They include the Mayor's Youth Leadership Institute and Mentors, Inc. Mentorship programs provide youths with connections to caring adults outside their immediate families. The very low number of programs of this type is disappointing, given the positive evaluation results for mentoring programs described in Chapter 2. There seems to be much room for improvement in DC in the provision of mentors to at-risk youth.

Survey Results. Five of the eleven citywide programs sent back questionnaires to the Joint Center. A sister program for one of these responders makes the maximum sample size for questions about funding and organization six rather than five. Exhibit 3.10 has statistics to summarize these responses.

The results on funding show that foundations were the most widespread source of support for mentoring: 80 percent of programs represented in this sample had funding from foundation sources. Sixty percent had funding from the Federal government, and sixty percent had funding from the Combined Federal Campaign. Forty percent had funding from District government, 20 percent from the United Way, and none from the Black United Fund. Twenty percent of programs had funding from none of these six sources. All mentoring organizations represented in this sample were organized as nonprofits under section 501(c)(3) of the Federal tax code.

The other survey results show that the median mentoring program served a typical youth participant for 24 weeks. In a typical week, the median program served 61 youths for about 6 hours each. During the latest full program year, the median program served a total of 83 youth participants, very few of whom were ex-offenders or court-involved. The median program served 30 African-Americans, but disproportionately young women rather than young men.

In a typical week, the median program had 3 paid staff and 7 volunteer staff. The median program had no waiting list and was operating well within its capacity. The median program referred 80 percent of inappropriate recruits to other programs, but only 40 percent of its

completers.

### **Social Services**

Eighty-two programs offered social services to out-of-school youth on an ongoing basis. They are mapped in Exhibit 3.11 using categories including substance abuse treatment, counseling, shelter and homelessness prevention, services for special needs groups, and other social services.

Besides helping to give them a healthy start, these programs give particularly vulnerable youth safe places and connections to caring adults.

Survey results. Twenty-one programs sent back questionnaires to the Joint Center. The maximum sample size for questions about funding and organization is 32. Exhibit 3.12 is a table of survey results.

Fifty-nine percent of programs represented had funding from the United Way. Responding social-service organizations did even better in getting funding from all the other sources listed except the Black United Fund. The most common funder was the District government; 88 percent of programs represented had funding from that source. Seventy-eight percent of programs represented were organized as nonprofits under section 501(c)(3) of the Federal tax code.

The median social service program served a typical youth for 46 weeks. In a typical week, the median program served 26 youths for about 8 hours apiece. In the most recently completed full program year, the median program served mostly African-American participants.

Notice that smaller programs were less likely to provide details about the demographics of their participants. While the median total participation among 13 programs answering that item was 23, only 7 answered the question about number of African-American participants. These tended to be larger programs, pushing up the median number of African-American participation to more than 100 percent of the median participation among all races.

During a typical week, the median social-service program had 7 paid staff and one volunteer staff member. The median program was operating just within its capacity, but also had a short waiting list. Eighty percent of programs referred youth who did not fit their screening criteria to other programs, mainly, as one might expect, to other social service programs.

### **Health-Related Programs**

Seventy-four programs were focused on health and well-being. Exhibit 3.13 maps them with distinguishing symbols for violence prevention, sexuality and parenting, conflict resolution, and other health-related programs. These programs help meet one of the most important youth development needs identified in Exhibit 2.2: a healthy start as youths grow into young adults.

Survey Results. Twenty-two programs sent questionnaires back to the Joint Center. For



questions about funding and organization, the maximum sample size is 27. Exhibit 3.14 is a table of results.

The Combined Federal Campaign was a funding source for 68 percent of the programs represented. That percentage was even higher for other sources of funding, including the Federal government, the United Way, the District government, and foundations. Ninety-one percent of programs represented had foundation funding. All programs represented were organized as nonprofits under section 501(c)(3) of the Federal tax code.

After our exclusions of health-related programs that provide only episodic services to youths, the median program in the resulting sample served a typical youth for 30 weeks. In a typical week, the median program served 15 participants for around 10 hours apiece. In the most recently completed program year, the median program had 100 participants. Most of them were African-Americans, but young women were more numerous than young men.

In a typical week, the median health-related program had 4 paid staff and 6 volunteer staff. The median program was operating over its capacity when surveyed, though not as much over capacity as under the heaviest workload during the prior three years.

Notice that smaller programs were less likely to provide details about the demographics of their participants. While the median Hispanic participation among 7 programs answering that item was 10, only 4 provided details about the gender of their Hispanic participants. These programs providing more detailed demographic breakdowns tended to be much larger than those who offered less detail, pushing up the median number of Hispanic males to well over 100 percent of the median participation among all Hispanics.

### **Recreational and Cultural Programs**

One hundred programs in DC focus on recreational and cultural pursuits. Exhibit 3.15 is a map of their locations. Most of them are city-run recreation centers, including basketball courts, ball fields, playgrounds, swimming pools, tennis courts, and indoor facilities. There also are a variety of cultural programs. All of these programs are designed to provide youths with safe places and connections to caring adults, meeting two of the youth development needs identified in Exhibit 2.2.

Survey Results. Only thirteen programs returned questionnaires to the Joint Center. Not one was a city-run recreation center. Since these results obviously do not represent the entire population of recreational and cultural programs in the District, no table is presented in this section.



### **Miscellaneous Other Youth Programs**

Forty-four programs did not fit well into any of the categories already discussed. Exhibit 3.16 is a map of their locations. They included the Boys and Girls Clubs of America, whose wide ranges of activities make them hard to pigeonhole. Service learning and community involvement programs, such as Americorps, also are included in this category. Service learning meets the fifth youth development need listed in Exhibit 2.2: it offers opportunities for youth to give back to the community. These programs also provide safe places and connections to caring adults. Also grouped here are city youth correctional facilities, including Oak Hill.

Survey Results. Four of these programs returned questionnaires to the Joint Center. They included the Oak Hill residential juvenile correctional facility, a chapter of the Boys and Girls Clubs of America, an Americorps location, and a small program that was very difficult to classify. Because item sample sizes diminished to two or fewer programs for many questions, no table of results is presented.

However, it is worth noting that the Oak Hill residential correctional facility was by hundreds of participants far and away the largest program in the entire sample. Oak Hill also had the largest number of African American male participants, hundreds above the next largest program. If means rather than medians had been calculated for the tables in this chapter, Oak Hill would have had undue influence on virtually all estimates. But medians change only minimally when a large outlier such as Oak Hill is added or removed.

These results speak volumes about the availability of youth development programs for African American boys in the District of Columbia. Many youth needing services apparently get them only after they have gotten into serious trouble with the law and have been incarcerated. If more resources were devoted to making positive youth development activities available before youth become delinquent, juvenile incarceration might not be so prevalent.

In future research on youth development in DC, the Oak Hill correctional facility deserves careful examination. The kinds of services provided at that facility may need to be made much more available to young people long before they get into serious trouble. Counseling, mental health services, conflict resolution instruction, violence prevention, job training, substance abuse treatment, and other services to strengthen essential life skills might be much more effective when young people are not so far along the path toward lives of crime.

Survey Results Across All Categories. There were a total of 126 programs represented among survey responses about funding and form of organization, and 92 program responses for the other categories of questions. Exhibit 3.17 presents statistics on the most important survey items.

The proportions of programs getting funding from the Federal or District governments, from foundations, from the Combined Federal Campaign, and from the United Way ranged from 67 to 78 percent. Three percent of programs represented had funding from the Black United Fund.

Only two percent of programs had funding from none of the above sources. But this result should not be interpreted to mean that there are a negligible number of unfunded youth development programs in the city. It means that the compilers of the Directory did an excellent job of tracking down programs that get funding from governments, foundations, and high-profile charities. It is extremely difficult for city agencies and researchers to find small unfunded programs that do not file reports with government agencies, foundations, or high-profile charitable organizations, and so the Directory's failure to include many of them should not be interpreted as proof they are not present in the District.

In the median program, the typical youth participated for 35 weeks. In the median program in a typical week, the number of youth participating was 25, for about ten hours each.

Notice that smaller programs were less likely to provide details about the demographics of their participants. While the median total participation among 63 programs answering that item was 40, only 47 answered the question about number of African-American participants. These tended to be larger programs, pushing up the median African-American participation to more than 100 percent of the median participation among all races.

During a typical week, the median program had 5 paid staff and 2 volunteer staff. The median program was operating slightly over its capacity, with a short waiting list, but its overcapacity had been much worse sometime during the previous three years.

Rates at which youth development programs refer youth to other youth development programs are fairly high, but still have considerable room for improvement. Sometimes program managers encounter youth who seek their services but are deemed inappropriate for them. Seventy-one percent of programs referred youth who did not fit their screening criteria to other programs. Also, many programs must terminate youths after a certain period of time, even though the youths may not have reached their ultimate goals of training milestones or career placement. But, according to Exhibit 3.17, when youth complete programs, 51 percent of program managers refer them to other programs for further development.

As detailed at the end of the next chapter, referral to other programs lies about midway on a spectrum of program coordination, from information sharing and cross membership on leadership councils to joint or consolidated service delivery.<sup>35</sup> These results on referral rates may be a symptom of incomplete coordination among DC youth development programs. Future research on D.C. youth development efforts should focus on determining the precise extent of program coordination taking place in the District.

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<sup>35</sup> Grubb et. al., 1999.

#### IV. MATCHING NEEDS TO SERVICES

This chapter compares the ward-level indicators of need from Chapter II with the capacity assessment data just presented in Chapter III. It also reviews research-based ideas that local policymakers might use in deciding on measures to better match capacities with needs in the future. Additionally, it highlights research questions about youth development programs not addressed in the previous two chapters.

Exhibit 4.1 is an overlay of the 428 youth development programs for dropouts from Exhibit 3.3 on the ward map of dropout rates from Exhibit 2.5a. It seems to show programs in every ward, although the density of programs seems much higher in northeastern portion of Ward 2 and the southern portion of Ward 1 than elsewhere in the city. But, an examination of program locations separately by category reveals very different program densities.

##### Employment-Related Services

Exhibit 4.2 is an overlay of the employment-related program locations from Exhibit 3.5 on the ward map of dropout rates from Exhibit 2.5a. From this exhibit, it is clear that the majority of employment-related programs for young dropouts are located outside the areas of highest need. Unless there are compelling reasons to centralize employment services, from this map it would appear that any new employment-related programs targeting dropouts should be encouraged to locate, if possible, in Wards 8, 7, 4, or 5, rather than in the other wards.

What kinds of additional employment-related programs might be needed? What should be the relationship of existing programs to them? How might existing programs be made more effective?

Evaluation research has identified many employment-related programs that have proven records of raising employment rates and earnings.<sup>36</sup> The Job Corps has survived for almost forty years because careful research has shown that, even though it incurs expenses to keep youths in residence 168 hours a week, it is a cost-effective way to help young dropouts achieve success in the labor market.<sup>37</sup> Its core elements include training in a specific job skill, combined with basic education related to that skill, community-building, and an extensive job placement effort. For example, youths who are learning computer repair in the afternoon may attend reading classes in the morning that focus on vocabulary from the repair manual. This approach to teaching dropouts evolved over a long time in the military, where until fairly recently training dropouts was a continual problem.<sup>38</sup>

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<sup>36</sup> American Youth Policy Forum, 1997.

<sup>37</sup> Mallar *et. al.*, 1982.

<sup>38</sup> Sticht, 1987.

Many other programs have tried to replicate the core elements of the Job Corps in nonresidential settings. The Center for Employment Training in San Jose, California has been shown to have a successful nonresidential youth job-training model in several careful evaluation studies.<sup>39</sup> It has a central focus on bridging gaps in cognitive skills, soft skills, transportation, and other support services between dropouts and specific employers who are aware of CET's efforts and willing to consider hiring their graduates. Project Match in Chicago and STRIVE in a number of locations also serve as third-party intermediaries between dropouts and employers.<sup>40</sup> YouthBuild is another national model of youth job training that is regarded as extremely successful. YouthBuild combines four out of five of the elements of positive youth development listed in Exhibit 2.2, including opportunities to give back to the community as well as development of marketable skills, connections to caring adults, and safe places. Youth Corps is yet another national model that maximizes the youth development aspects of job training.

A feature of successful employment-focused programs for dropouts deserving special mention is substantial business involvement. Many programs might achieve much better placement rates if potential employers of their graduates were involved in planning, curriculum development, staffing, and job development and placement efforts. As "customers" for schools and training programs, businesses and business organizations have important roles to play in the effective provision of education and training. Recent surveys of employers (Holzer, 1996) have found that the cognitive skills most often required every day in jobs for non-college educated workers include basic arithmetic, dealing with customers in person or on the telephone, reading paragraphs, and using computers.

Perhaps even more important to employers than these cognitive skills are the "soft skills" of understanding workplace norms, projecting businesslike, positive attitudes, working productively on teams, and avoiding tardiness and absenteeism.<sup>41</sup> A recent national employer telephone survey for the Urban Institute<sup>42</sup> included 500 businesses in industries likely to have higher-than-average numbers of entry-level workers. From a list of twelve favorable attributes, employers were asked to choose the three attributes they considered most important in entry-level employees. "Reliability" and "a positive attitude toward the job" each numbered among the top three responses for about two-thirds of employers. "Prior work experience" made the top three for only 12 percent, and only 4 percent of employers listed "have all necessary training" among their top three. Thus "soft skills" were far more important to these employers than "hard" skills.

Unemployed youth need help in developing adequate life skills at least as much as they need training in cognitive job skills.

Evaluation research shows also that some of the most effective job training programs for the unskilled emphasize job placement, in addition to hard skills and soft skills. Often it is necessary to "market" high school dropouts to employers. While many education and job training programs apparently allow potential employers to remain anonymous to youths until they manage to gain

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<sup>39</sup> Cave *et. al.*, 1993.

<sup>40</sup> Holzer, 1999.

<sup>41</sup> Leigh *et. al.*, 1999.

<sup>42</sup> Regenstein *et. al.*, 1998



interviews with the employers on their own, successful training programs often employ some staff to focus exclusively on helping program completers find jobs. A rigorous national study of programs run under the predecessor of the WIA, the Job Training Partnership Act (JTPA), found positive impacts for "on-the-job training", which uses wage subsidies to help market disadvantaged clients to employers.<sup>43</sup>

One step beyond job placement is job development, the recruitment of employers as regular customers of a job-training program, and the negotiation of upfront pledges of jobs to successful trainees.<sup>44</sup> Job training programs generally have not focused on creating these kinds of strong linkages with the business community. Some of the most successful job training programs combine job search with job development, requiring specific staff to develop ongoing relationships with employers, to pre-screen clients for these employers, and to send program graduates their way.

Potential Benefits From Collaborative Efforts. Many ostensibly employment-focused programs for youth have not performed well in impact evaluations because they did not stress job development and job placement. And pure job placement efforts have been ineffective because they did not really know the capabilities of the youths they were trying to place, and were not funded to work with the youths long enough to provide them with the skills local employers required. There could be a big payoff to better integration of job placement and job development with education and training:

- Groups of local employers could survey their members periodically to find out about skill shortages that are creating excess job vacancies.
- Education and training programs could concentrate on providing youths with the specific skills local employers say they need.
- Job developers could negotiate employer pledges to hire youths who have mastered those specific skills, on a trial basis.

The three groups of people just mentioned—representatives of local employers, job placement specialists, and community intermediaries that provide education and training—could network together for mutual benefit. Vehicles for such networking include the WIA Youth Council, the youth development review panel just proposed by the Mayor's Blue Ribbon Commission, and neighborhood-focused groups such as the North Capitol Collaborative to create better outcomes for short-handed businesses as well as job-seeking youths and nonprofit intermediary organizations.

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<sup>43</sup> Bloom *et al.*, 1997.

<sup>44</sup> Wyckoff and Clymer, 2001.



Questions for Further Investigation. Because the survey effort for this project was focused broadly on youth development options, rather than narrowly on employment-related services, some questions that would be especially relevant for understanding employment-related programs were not asked. In future examination of DC's employment-focused programs, it would be essential to find out:

- the extent of employer involvement in program planning, program design, job placement, and continual "customer feedback";
- the extent to which employment-focused programs actively develop jobs for youths with a targeted group of potential employers, rather than just passively sending youth to anonymous and unknown potential employers;<sup>45</sup>
- the extent to which employment programs use unpaid internships, temporary wage subsidies, and other methods for letting employers get to know young people thoroughly before having to make permanent hiring decisions; and
- how well job placement by these providers is integrated with job training, employment readiness efforts, and alternative schooling provided by other vendors.

#### Education, Tutoring, and Training

Exhibit 4.3 is an overlay of the program locations from Exhibit 3.7 on the ward map of dropout rates from Exhibit 2.5a. Once again, just as in the previous exhibit, programs are not concentrated in the areas of highest need for them. **Unless there are compelling reasons to centralize these programs, this exhibit provides graphic support for deciding, if possible, to locate alternative schools, non-credit college programs, and other education and training programs in Wards 8, 7, 4, or 5.** In view of the advantages already discussed of integrating job placement efforts with training, co-location of education and training programs with job-placement agencies wherever possible might also be a good idea.

Future Research. All education, tutoring, and training programs for dropouts presumably have as their ultimate goal preparing youths for careers that ultimately will secure them livable wages. However, often education and training are not integrated very well with further training and career placement efforts. In future research on education and training in DC, it would be essential to find out about job placement arrangements for graduates of education and training programs and accountability mechanisms to ensure that education and training are effective. Questions that come to mind include:

- Do education-focused programs employ their own job-placement specialists or job developers? Do they rely on specific other employment-focused programs for placement efforts? Do they have articulation agreements with them?

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<sup>45</sup> Wyckoff and Clymer, 2001.

- Do programs use telephone surveys or other methods to find out what their graduates are doing in the first months and years after program completion?
- Of those who ever participate in such programs, what percentage complete them? If attrition occurs, when does it occur?

For alternative schools that attempt to recruit dropouts, it would be essential to find out the extent to which such attempts succeed, and whether and when students who have dropped out from regular schools also tend to drop out of alternative schools they subsequently attend.

### **Mentoring**

As explained in Chapter II, mentoring is a proven strategy against youth violence and criminal involvement. Exhibit 4.4 is an overlay of the program locations from Exhibit 3.9 on the ward map of dropout rates from Exhibit 2.5a. Of all exhibits in this report, Exhibit 4.4 has the most profound implications for youth development policy in the District, unless there are compelling reasons for centralizing the administration of mentoring programs. Mentoring program locations in north central DC and east of the river are almost nonexistent. Most mentoring locations seem to be located downtown in Ward 2, with a small cluster in Ward 6. **New mentoring programs should be encouraged to locate in Wards 8, 7, 4, 5, or 1, if they are to focus recruitment on youths who need their services the most.**

Mentoring has been shown to be an effective strategy against negative peer influences, unsupervised time, and lack of caring adults in a young person's life.<sup>46</sup> Mentoring is thought to work as a form of "case management", helping young people to access a broad array of services and programs available in the community.<sup>47</sup> Mentors often introduce young people to positive recreational and cultural pursuits that the young people will seek out even when the mentor is not present, and long after the mentoring relationship has ended.

Research findings support the conclusions that continual contact with caring adults and engaging in positive activities of all kinds help prevent substance abuse and violence. Mentors help youths to structure their time with positive activities, to help crowd out negative influences.

Since mentoring does not require much full-time paid staffing, it may be possible to improve this picture substantially at fairly low cost. Virtually all mentors are volunteers, and paid staff are required only to recruit, screen, train, and monitor mentors, to reach out to youth who need mentoring, and to match mentors with mentees continually. Schools and city agencies often know when youths may have problems that mentors can help solve. With only a handful of programs that specialize in mentoring, in a city with the highest youth incarceration rate in the

<sup>46</sup> Sipe, 1996. During an 18-month follow-up period, children and youth in the Big Brothers/Big Sisters program were 46 percent less likely to initiate drug use, 27 percent less likely to initiate alcohol use, and one-third less likely to hit someone, than statistically identical youth in a control group.

<sup>47</sup> Cave and Quint, 1990.

country, focusing more resources on mentoring would seem to be quite cost-effective. National organizations such as Big Brothers / Big Sisters and America's Promise might be approached for help in structuring local efforts that reach out to youth who may need mentoring and recruit volunteer neighborhood mentors through participating businesses, churches, community organizations, professional associations, and social clubs. For maximum effectiveness, these efforts could target mainly communities with great youth development needs.

### **Other Programs**

**Social services.** Sometimes it is said that in poor communities, too much emphasis is placed on social services, and too little on other ways of improving people's lives. Exhibit 4.5 is an overlay of the program locations from Exhibit 3.11 on the ward map of children's receipt of food stamps from Exhibit 2.10. It lends little support to this contention. In DC, even social services for youth seem located disproportionately in areas of relatively low need. From this exhibit, it must be concluded that, **unless there are compelling reasons to centralize social services, new youth social service programs should be encouraged to locate, in Wards 8, 7, 6, or 1.**

**Health-related programs.** Exhibit 4.6 is an overlay of the program locations from Exhibit 3.13 on the ward map of child and youth mortality from Exhibit 2.16. Because programs that provide only episodic help were excluded from Exhibit 3.13, the density of health-related programs overall is not very high. While the remaining health-related programs seem disproportionately concentrated in part of Ward 2, the distribution of health-related programs across wards is more even than the other program distributions discussed so far. This exhibit provides support for **encouraging new health-related youth programs to locate, if possible, in Wards 8, 5, 4, 7, or 6 rather than elsewhere.**

**Recreation and cultural programs.** All children and youth need recreation and cultural programs for healthy development. Exhibit 4.7 is an overlay of the program locations from Exhibit 3.15 on the ward map of youth populations from Exhibit 2.1. Since the highest proportions of youth are to be found in Wards 3 and 2, current program locations do not seem to be overconcentrated there.

In contrast, Exhibit 4.8 is an overlay of the same program locations on the ward map of teen murders from Exhibit 2.12. Ward 8 stands out as an area of high need for safe places and structured time use that has relatively few recreational programs. This exhibit provides support for **encouraging new recreation and cultural programs targeting dropouts to locate, if possible, in Ward 8.**

Cooperation among programs. As shown in the exhibits of Chapter III, rates at which programs refer youth to other youth development programs are fairly high, but still have considerable room for improvement. Referral to other programs lies about midway on a spectrum of goals for youth development program cooperation, from information sharing and cross membership on leadership councils to joint or consolidated service delivery (see Exhibit 4.9, based on a widely-distributed chart prepared by employment-training researchers<sup>48</sup>).

The Joint Center's research for this project has encountered much evidence of cooperation at the low end and middle of the spectrum, including referrals as well as agency directories and cross-membership on boards and councils providing youth development services in D.C.

Implementing some of the higher levels of cooperation may improve the efficiency of service delivery, but do not guarantee favorable net impacts for youth development programs. For example, leaving concerns about job placement to a separate agency that does not work with youth until they have completed education or training is a type of "sequential service delivery" often associated with little impact on employment and earnings.<sup>49</sup>

Future research on D.C. youth development efforts might focus on determining more precisely the extent of program cooperation taking place in the District, and on finding the most efficient ways of increasing such cooperation to help make youth development programs more effective.

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<sup>48</sup> Grubb et. al., 1999.

<sup>49</sup> Cave et. al., 1993.

## V. FINDINGS

This final chapter highlights the most important findings from previous chapters. These findings may be valuable in further investigations by the DC Commission on Black Men and Boys, and may be useful to the District government and US Department of Labor in deciding how and where to spend additional youth development resources in the District.

The latest ward data available make levels of dropout rates hard to understand, but do a better job of indicating areas of much higher and much lower dropout rates. **Wards 8, 7, and 4 have dropout rates considerably above the city average, while Wards 2 and 3 have rates considerably below the city average (Exhibit 2.5a).** Other ward-level indicators of need for youth development services for dropouts tend to paint similar pictures. **Needs for youth development services for dropouts generally are much greater east of the Anacostia River and in the north central part of the District. Needs generally are lower in upper northwest and downtown. Needs in the northeastern part of the District generally are at an intermediate level.**

In extremely careful evaluation research over the last decade, mentoring has been shown to be an effective strategy to combat youth violence, crime and delinquency. Since virtually all mentors are volunteers, paid staff are required only to recruit, screen, train, and monitor mentors, to reach out to youth who need mentoring, and to match mentors with mentees continually. With only a handful of programs that specialize in mentoring, in a city with the highest youth incarceration rate in the country, **focusing more resources on mentoring would seem to be quite cost-effective** (see Exhibits 3.9 and 4.4). National organizations such as Big Brothers / Big Sisters and America's Promise might be approached for help in structuring local efforts that recruit volunteer mentors through participating businesses, churches, community organizations, professional associations, and social clubs. For maximum effectiveness, these efforts could target mainly communities with great youth development needs.

**Rates at which youth development programs refer youth to other youth development programs are high but have considerable room for improvement.** When program managers encounter youth who seek their services but are deemed inappropriate for them, only 71 percent refer such youth to other programs that might be more suitable (Exhibit 3.17). When youth complete programs, only 51 percent of program managers refer them to other programs for further development.

**Other ways in which youth development programs might cooperate better to produce better outcomes for youth need to be explored.** One promising idea is using existing job placement resources to improve the effectiveness of education and training programs. **Investing resources in neighborhood program and school cooperation efforts would seem to be cost-effective.** For example, at the beginning of every school year, local junior high and high school principals or assistant principals might meet with neighborhood managers of youth development services and programs for in-school and out-of-school youth. Program managers might find out at such meetings about alternative school and charter school options for some of their youth who



might consider returning to school. Also, when troubled students are sent to school administrators who have just attended such a meeting, the administrators then would have a much better sense of available options for referral or other kinds of program cooperation.

Aside from schools, the city institutions that dropouts have rejected, **recreation centers appear to be the most widespread network of youth development facilities in the city.** While this study was not able to gather data from recreation centers, they remain a perhaps untapped valuable resource for reaching all categories of DC youth. Efforts to involve more out-of-school youth in additional organized sports, recreational, and cultural activities at recreation centers would help these youth structure their time use in more positive ways. In addition, such recreational and cultural programs could network with programs that are focused on other aspects of youth development, and refer selected youth to other services, activities, and programs they need.

In Chapter II, we saw that DC dropout rates are not being reported in a way that promotes sufficient accountability for schools and neighborhoods. One-year status dropout rates that aggregate seventh- through twelfth-graders provide little information about where and when abnormally large numbers of youth are leaving school before graduation. **At the very least, those who monitor youth development needs and capacities need disaggregated one-year status dropout rates, by grade.** To target anti-dropout and out-of-school interventions effectively, they need to know where high proportions of youth are disappearing between eighth and ninth grade, between ninth and tenth, between tenth and eleventh, or between eleventh and twelfth grades. An even better accountability reform would monitor individual students' attendance for periods longer than one year, and report by ward and by junior high the rates at which students fail to graduate from high school within four years, as calculated in a recent study (Greene, 2001).

Finally, the Oak Hill residential correctional facility was by far the largest program in the entire sample, hundreds larger than the next largest program. Oak Hill also had the largest number of African American male participants, hundreds above the next largest program. This result speaks volumes about the availability of youth development programs for African American boys in the District of Columbia. After they are incarcerated, youth gain access to many services that might be more effective if delivered before they get into serious trouble. In future research on youth development in DC, the Oak Hill correctional facility deserves careful examination. It may be necessary to make the kinds of services provided at that facility more available to young people earlier in their lives. Mental health services, violence prevention, job training, and other essential life skills might be much more effective if provided to young people before they have moved so far along the path toward lives of crime.

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## **APPENDIX A**

### **District of Columbia Administration for Children and Families Youth Services Directory 2001**

**(Selected Sections)**

# YOUTH SERVICES DIRECTORY

**Comcast®**

**Comcast salutes  
the participants of  
Mayor Anthony Williams'  
Youth Summit**

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**2001**

★★ Anthony A. Williams Mayor  
District of Columbia



*"An answer to your questions is just a phone call away"*

On July 13, 1999, Mayor Anthony A. Williams, launched Answers, Please! through the District of Columbia Department of Human Services. *Answers, Please!* features a technologically advanced central information and referral registry for social services, both public and private. The service is available 24 hours a day, seven days a week in 140 languages. *Answers, Please!* is staffed by a highly professional and well-trained staff of Community Resource Advisors with more than 150 combined staff years of experience in helping others. The staff provides in depth and accurate information on programs that meet essential human needs. This service is a reflection of the Mayor's promise to make government more responsive to the needs of its citizens and those who work in and do business with our city.

The *Answers, Please!* database will soon be searchable by Internet. Kiosks in convenient locations around the city will make social services information accessible to the community. In addition, printed and electronic directory subscriptions will be available to social service providers, businesses and citizens in the very near future.

For additional information about our services, you are invited to contact *Answers, Please!* at INFO-211 (202) 463-6211 or visit our website at <http://answersplease.dhs.washington.dc.us>. We are here to serve you.

Sincerely,

Carolyn Graham  
Deputy Mayor for Children,  
Youth and Families

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## Employment

**Capitol Hill Group Ministry**  
421 Seward Square, SE  
Washington, DC 20003  
Phone: (202) 546-0190  
Facsimile: (202) 544-3863  
Located in Ward 6

**Capitol Hill Group Ministry - Strive DC**  
1108 3rd Street, SE  
Washington, DC 20003  
Phone: (202) 484-1264  
Facsimile: (202) 544-3863  
Located in Ward 6

Hours: 8:00 am - 8:00 pm, Monday - Friday; 9:00 am - 4:00 pm, Saturday

Eligibility: Unemployed

Services: Serves as a work force development and job placement program. Conducts an intensive three week training that produces work ready adults.

**Center City Community Corporation**  
Employment Counseling  
128 M Street, NW  
Suite 310  
Washington, DC 20001  
Phone: (202) 789-0866  
Facsimile: (202) 408-5311  
Located in Ward 2

Hours: 9:00 am - 5:00 pm, Monday - Friday

Eligibility: Live within Target area and be of legal age for employment

Services: Refers the unemployed and the under-employed to skills training programs, counsel young people about the world of work and conduct sessions on resume preparation and job search techniques. Retains a job bank to assist customers who are job ready to enter the job market full time or part time.

**Community Services Agency of the Metropolitan - Washington Council**  
AFL-CIO - Employment Assistance  
1101 14th Street, NW  
Suite 300  
Washington, DC 20005  
Phone: (202) 289-7232  
Facsimile: (202) 371-0168  
Located in Ward 2

Hours: 9:00 am - 5:00 pm, Monday - Friday

Services: Offers job search assistance including access to ALEX, a computerized job data bank. Also provides resume writing assistance, materials on conducting effective job searches, lay-off preparation and information on unemployment compensation.

## Employment

**DC Department of Employment Services (DOES)**  
500 C Street, NW  
Suite 600  
Washington, DC 20001  
Phone: (202) 442-9956  
Facsimile: (202) 724-7112  
Website: www.does.ci.washington.dc.us  
Located in Ward 6

**DCPS- Student Affairs Work Permits**  
825 N. Capitol St., NE  
Washington, DC 20002  
Recorded Information: (202) 442-5108  
Specific Questions: (202) 442-5110  
Located in Ward 6

Hours: 8:00 am - 4:30 pm

Services: 16 to 17 year olds should bring letters from prospective employer including hours to be worked, type of employment, birth certificate and social security number. 14 to 15 year olds must also bring written parental permission to work.

**DOES - Judiciary Square Satellite**  
One Stop Career Center  
441 4th Street, NW  
Ground Level  
Washington, DC 20001  
Phone: (202) 727-9726  
Facsimile: (202) 727-1334  
Website: www.does.ci.washington.dc.us  
Located in Ward 6

Hours: 8:30 am - 5:00 pm, Monday - Friday

Services: Provides computerized job search services to those who are seeking employment. Only employment search services and DC employment application forms available at this office.

**DOES - Link & Learn Satellite**  
One Stop Career Center  
401 M Street, SW  
2nd Floor  
Washington, DC 20002  
Phone: (202) 727-0124  
Facsimile: (202) 724-7112  
Website: www.does.ci.washington.dc.us  
Located in Ward 2

Hours: 9:00 am - 5:00 pm, Monday - Friday

Services: Provides comprehensive employment, unemployment, resume preparation and job search services to residents of the District of Columbia. By appointment only at this location.



## Employment

**DOES - Metro Area**  
**One Stop Career Center**  
 800 North Capitol Street, NW  
 Suite 660  
 Washington, DC 20002

Hours: 8:30am - 5:00pm, Monday - Friday

Eligibility: None

Services: Provides comprehensive employment, unemployment, resume preparation and job search services to residents of the District of Columbia. Dislocated workers services also available.

**DOES - Multi-Cultural**  
**One Stop Career Center**  
 1419 Columbia Road, NW  
 Washington, DC 20009

Hours: 8:00 am - 5:30 pm, Monday - Friday

Services: Provides comprehensive employment, unemployment, resume preparation and training services to job seekers of the District of Columbia.

**DOES - Naylor Road**  
**One Stop Career Center**  
 2626 Naylor Road, SE  
 Washington, DC 20020

Hours: 8:00 am - 5:00 pm, Monday - Friday

Services: Provides comprehensive employment, unemployment, resume preparation and training services to job seekers of the District of Columbia.

**DOES - School-to-Careers**  
**500 C Street, NW**  
 Suite 600  
 Washington, DC 20001

Hours: 8:30 am - 5:00 pm, Monday - Friday

Eligibility: Maximum age is 16

Services: Prepares students for colleges and careers, through use of a comprehensive system of education, economic and workforce development training.

## Employment

**DOES - South Capitol Employment Center**  
 4049 South Capitol Street, SW  
 Washington, DC 20032

Phone: (202) 645-4000  
 Facsimile: (202) 645-4029

Website: [www.does.ci.washington.dc.us](http://www.does.ci.washington.dc.us)  
 Located in Ward 8

Hours: 8:00 am - 5:30 pm, Monday - Friday

Services: Provides comprehensive employment, unemployment, resume preparation, and training to job seekers of the District of Columbia.

**DOES - Summerworks Program**  
**500 C Street, NW**  
 Suite 600  
 Washington, DC 20001

Phone: (202) 724-7300  
 Facsimile: (202) 724-7112

Website: [www.does.ci.washington.dc.us](http://www.does.ci.washington.dc.us)  
 Located in Ward 6

Hours: 8:30am - 5:00 pm, Monday - Friday

Eligibility: Ages 14-21

Services: Educates and trains District of Columbia youth for future employment through a five-week intensive summer program that offers youth temporary employment during their recess from school.

**DOES - Youth Opportunity Initiative**  
**500 C Street, NW**  
 Suite 600  
 Washington, DC 20001

Phone: (202) 724-7301  
 Facsimile: (202) 724-7347

Website: [www.does.ci.washington.dc.us](http://www.does.ci.washington.dc.us)  
 Located in Ward 6

Eligibility: Ages 14-21

Services: Provides year round employment readiness, training and placement for youth in targeted neighborhoods. DOES partners with ARCH, Friendship House, DC Link and Learn, Covenant House, United Planning Organization, Latin American Youth Center, National Council of Negro Women and Community Equity Empowerment Partnership.

**DC Office of Personnel**  
**441 4th Street, NW**  
 Washington, DC 20004

Phone: (202) 442-8800  
 Website: [www.dcopdcgov.org](http://www.dcopdcgov.org)  
 Located in Ward 6

Services: Provides listings of current job vacancies with the District Government (vacancies also listed on-line).

## Employment

**Friendship House Association**  
Apprenticeship and Jobs Training  
619 D Street, SE  
Washington, DC 20003

Phone: (202) 675-9050  
Facsimile: (202) 543-4535  
Website: [www.friendshiphouse.net](http://www.friendshiphouse.net)  
Located in Ward 6

Hours: 9:00 am - 5:00 pm, Monday - Friday

Services: Helps residents in the District of Columbia move from unemployment, under-employment, and/or welfare to work. Available services include: employer-centered training, literacy/basic skills, life management skills, pre-apprenticeship/apprenticeship training, job resource center, job retention and supportive services.

**Friendship House Association**  
Small Business Development Center  
714 7th Street, SE  
Washington, DC 20003

Phone: (202) 547-7933  
Facsimile: (202) 547-7195  
Located in Ward 6

Hours: 9:00 am - 5:00 pm, Monday - Friday and by appointment

Eligibility: Wards 2, 6, 7, and 8

Services: Promotes growth, expansion, innovation, increased productivity and improved management for small businesses and aspiring entrepreneurs. Provides access to information to help them start, maintain and sustain their business ventures. Other services include business counseling services and workshops.

**Jubilee Jobs**  
2712 Ontario Street, NW  
Washington, DC 20009

Phone: (202) 667-8970  
Facsimile: (202) 667-8833  
Located in Ward 1

Eligibility: Ages 16 or older

Services: Job placement services for unemployed or underemployed DC residents.

**Living Wages of Washington**  
705 Brandywine Street, SE  
Washington, DC 20032

Phone: (202) 574-3961  
Facsimile: (202) 574-3968  
Located in Ward 8

Eligibility: Ages 18 or older

Services: An educational and job readiness center for economically disadvantaged adults. Program services include GED classes, job readiness workshops, business and entrepreneurial classes, and computer assisted instruction.

## Employment

**Spanish Catholic Center**  
Employment Services  
1618 Monroe Street, NW  
Washington, DC 20010

Phone: (202) 939-2426  
Facsimile: (202) 234-7349  
Located in Ward 1

Hours: 8:30 am - 5:00 pm, Monday - Friday

Eligibility: Low income

Services: Offers employment counseling, assistance with employment applications, job search, interview techniques, resume preparation, personal presentation skills based on customs in the US- Services limited in English proficient immigrants, particularly Spanish speakers of all ethnic backgrounds.

**Wider Opportunities for Women**  
Job Training & Work Experience  
815 15th Street, NW  
Suite 916  
Washington, DC 20005

Phone: (202) 638-3143  
Facsimile: (202) 638-4885  
Located in Ward 2

Hours: 9:00 am - 5:00 pm, Monday - Friday

Eligibility: Ages 19 and over

Services: Provides a 16-week training program. Emphasizes remediation, child care assistance, job-seeking skills, technical skills, and career planning to help women achieve economic independence. Provides assistance with job seeking, skills assessment and counseling.

## **APPENDIX B**

### **Joint Center for Political and Economic Studies Managers' Survey of Programs for District of Columbia Youth 14-21**

#### **Survey Instrument**

Left-click to download a formatted PDF file with the survey instrument actually used for this project.

**Note for future questionnaire designers:** As formatted for the survey fielded in 2001, the second part of question number 7 in the "WHEN and HOW LONG" section on page 2 is ambiguous. The introductory phrase, "*During a typical week*" should be added explicitly to avoid confusion. As it stands, some program managers apparently misinterpreted the question and gave TOTAL numbers of hours average youths participated over all the weeks they stayed in the program, rather than the number of hours during the typical week.

Right-click to download a Microsoft Word (.DOC) file including a survey instrument with a revised question 7 on page 2.

**BEST COPY AVAILABLE**

# **SURVEY OF PROGRAMS for DC YOUTH 14-21**

## **Organization Cover Sheet**

**Study conducted by the Joint Center for Political and Economic Studies**

**Funded by the U.S. Department of Labor**

Your organization has been chosen to be part of a city-wide study of youth development opportunities and needs. Results from this study will be used to determine ways to improve opportunities for youth development in this city. It only takes a few minutes to complete this form.

We would like to find out about the program services you provide for youth **age 14 to 21**, particularly for youth not enrolled in school. First, however, we need some general information about your organization.

**Please look at the following data, fill in any missing information, and correct any errors.**

Name of Organization \_\_\_\_\_

Org ID \_\_\_\_\_

Street Address: \_\_\_\_\_

City, ST Zip Code: \_\_\_\_\_

Telephone Number: \_\_\_\_\_

Fax \_\_\_\_\_

Website: \_\_\_\_\_

Contact Person: \_\_\_\_\_ Title: \_\_\_\_\_

Address (if different from above): \_\_\_\_\_

City, ST Zip Code: \_\_\_\_\_

Telephone Number: \_\_\_\_\_

Email address: \_\_\_\_\_

Check if your agency received any funding from the following sources (Check all that apply):

☐ Federal Government

☐ District Government

☐ Foundation

☐ Combined Federal Campaign

☐ United Way

☐ Black United Fund

☐ None of the Above

Is your organization a Non-Profit 501(C)(3) Organization? ☐ YES ☐ NO

What year was your organization founded or started? \_\_\_\_\_

Total Number of Locations for this Organization: \_\_\_\_\_

Total Number of Distinct Programs for Youth Age 14 to 21: \_\_\_\_\_ (If none, enter "NONE")

Please complete all three pages of a **Program Survey Form** for **each distinct program** your organization provided to youth during the last year. Approximate answers are sufficient if exact answers would require you to miss our **mail-back deadline** ( ). Please make extra photocopies of the Program Survey Form, if necessary, and please staple the pages together. (If your organization does **not** serve any youth age 14-21, please send back this cover sheet with "NONE" entered in response to the question above ).

Please complete only one copy of this **ORGANIZATION COVER SHEET** along with your **PROGRAM SURVEY FORM(S)** and fax to: (202) 789-6390; or mail to: **George Cave; Joint Center for Political and Economic Studies; 1090 Vermont Ave., NW, Ste #1100, Washington, DC 20005**

If you have any questions, please contact George Cave by email ([gcave@jointcenter.org](mailto:gcave@jointcenter.org)) or by Phone (202-789-3538).

**THANK YOU FOR YOUR COOPERATION.**

**SURVEY OF PROGRAMS for DC YOUTH 14-21**  
**Program Survey Form**

**PROGRAM NAME** \_\_\_\_\_  
**Organization Name** \_\_\_\_\_ **Org. ID:** \_\_\_\_\_  
**Individual Program** Street Address \_\_\_\_\_  
Address 2 \_\_\_\_\_  
City St, Zip Code \_\_\_\_\_  
**Contact Person** (if different from Org. Contact) \_\_\_\_\_  
Telephone Number: (\_\_\_\_) \_\_\_\_\_ - \_\_\_\_\_ Fax Number: (\_\_\_\_) \_\_\_\_\_ - \_\_\_\_\_  
Email Address: \_\_\_\_\_

**WHAT? What is the main emphasis of this program?**

Please check the box next to only **ONE** category that **BEST** describes this program. If **none** of the categories is appropriate, please check the box next to "**Other**" and **SPECIFY** another category

- ☐ **Academic** (Includes Alternative schooling, GED Preparation, Literacy/Reading, Tutoring, School-to-work, Return-to-school, English language, and other academic programs)
- ☐ **Employment-related** (Includes Work/Study, Apprenticeship, Internship, Subsidized job, Skills training, Post-employment services, Job-search assistance, Career counseling, Career exploration, Job shadowing, and other employment-related programs)
- ☐ **Recreational or cultural** (Includes Sports, Art, Music, Choir, Drama, Scouting, Computer/Video game, Cultural Activities, and other recreational and cultural programs)
- ☐ **Mentoring or life-skills** (Includes Mentoring, Life-skills enrichment, Leadership training, Rite of passage, African heritage education, and similar programs)
- ☐ **Health-related or violence prevention** (Includes Health education, Drug/alcohol abuse prevention, Drug/alcohol abuse treatment, Health and well-being, Sexuality/parenthood, Violence prevention, and other health-related and public-health programs)
- ☐ **Social services** (Includes shelter, counseling, and other social services for youth)
- ☐ **Assessment or referral to direct-service programs**
- ☐ **Other** -- Please **SPECIFY** \_\_\_\_\_

**WHERE? Describe the type of facility and exact address of the place used for the youth program.**

Please check the box next to only **ONE** category that **BEST** describes the place where the program meets **MOST OFTEN**.

- |                                                                        |                                              |                                          |
|------------------------------------------------------------------------|----------------------------------------------|------------------------------------------|
| <input type="checkbox"/> Church                                        | <input type="checkbox"/> Community Center    | <input type="checkbox"/> School          |
| <input type="checkbox"/> Outdoors (e.g., Park)                         | <input type="checkbox"/> Provider's Facility | <input type="checkbox"/> Provider's Home |
| <input type="checkbox"/> Other location -- Please <b>SPECIFY</b> _____ |                                              |                                          |

Street Address for facility above \_\_\_\_\_  
Zip Code for facility above \_\_\_\_\_



**WHERE? (continued)**Do any young people commute from outside the general neighborhood? ☐ YES ☐ NO

If so, how many commute? \_\_\_\_\_

**WHEN and HOW LONG?** We would like to learn something about your hours of operation and the length-of-stay for a typical participant during the most recently-completed program year.1. During what **season of the year** did this program operate? (*Check one answer*)

- ☐ Year-round ☐ School-year (Sept-May) ☐ Summer  
☐ Other – Please SPECIFY \_\_\_\_\_

2. **How many weeks per year** did this program operate? \_\_\_\_\_3. On which **days of the week** was it open? (*Check off every day you were open*)

- ☐ Mon. ☐ Tues. ☐ Wed. ☐ Thurs. ☐ Fri. ☐ Sat. ☐ Sun.

4. Between what **hours of the day** was it open on those days? \_\_\_\_\_5. During weeks when this program was open, **how many hours per week** was it open? \_\_\_\_\_6. **How many weeks** did the typical youth participate in the program? \_\_\_\_\_7. During a typical week: **How many youth** age 14-21 participated? \_\_\_\_\_

Among those who participated, **how many hours** did the average youth participate? \_\_\_\_\_

**WHO?** We would like to learn about the populations you served and your staffing last year.1. In total, how many youth age 14-21 **participated in this program** last year (your most recent program year) and how many **fit into the categories** indicated below?

| Category                                                         | Number (please fill in) |
|------------------------------------------------------------------|-------------------------|
| Total Youth Participants Last Program Year                       |                         |
| Total Youth Participants Living in Poverty                       |                         |
| Total Youth participants Who Were Ex-offenders or Court-Involved |                         |

2. Fill in the **number** of participants last program year by **gender** and by **school enrollment status**.

| Category                               | Male | Female |
|----------------------------------------|------|--------|
| Number of Youth Enrolled in School     |      |        |
| Number of Youth Not Enrolled in School |      |        |

3. Fill in the **number** of participants last program year by **race/ethnicity** and, for **males only**, by **ethnicity** and **school enrollment status**.

| Category                                    | African American | Hispanic |
|---------------------------------------------|------------------|----------|
| Number of Youth Participants                |                  |          |
| Number of Male Youth                        |                  |          |
| Number of Male Youth Not Enrolled in School |                  |          |

4. During a **typical** week last program year, **how many paid and volunteer staff positions** did this program have:

**PAID Staff Positions** \_\_\_\_\_ **VOLUNTEER Staff Positions** \_\_\_\_\_

#### **CAPACITY and RELATIONSHIPS with other ORGANIZATIONS**

- Within the past **three** years, what is the **largest number** of youth you have served at the same time? \_\_\_\_\_
- How many** youth are on your waiting list? \_\_\_\_\_
- Including the youth already in your program, **how many** youth could you accommodate in this program without adding new staff or facilities? \_\_\_\_\_
- If you decide a youth is not appropriate for your program, or if you have no space available, do you **refer** the youth to another agency? ☐ YES ☐ NO
- When participants **complete** your program, are they usually **referred to another agency** for further youth services? ☐ YES ☐ NO
- If you answered YES, to either questions 4 or 5 above, what kind of services? (Check ALL that apply)
 

|                                                       |                                                                |
|-------------------------------------------------------|----------------------------------------------------------------|
| <input type="checkbox"/> Academic                     | <input type="checkbox"/> Employment-related                    |
| <input type="checkbox"/> Recreational or cultural     | <input type="checkbox"/> Mentoring or life-skills              |
| <input type="checkbox"/> Social Services              | <input type="checkbox"/> Health-related or violence prevention |
| <input type="checkbox"/> Other – Please SPECIFY _____ |                                                                |
- Is your program **affiliated** with any national youth development organization? ☐ YES ☐ NO  
Which one? \_\_\_\_\_

**Thank You for Participating in the Survey of Programs for DC Youth 14-21.**

**Would you be interested in receiving an electronic version of the results of this study?**

☐ YES ☐ NO

**Please indicate whether you are willing to participate in one or both of these activities.**

- ☐ Email dialogue on availability of youth programs in the city  
☐ On-site visit to your youth program

**Exhibit 1.1**  
**Commission on Black Men and Boys**  
**of the District of Columbia**

**COMMISSION MEMBERS**

**George Starke (Chair)**

Executive Director  
EXCEL, Institute

**Adrian Fenty**

District of Columbia City Councilmember,  
Ward #4

**Isaac Fulwood**

Former Chief of Police, District of Columbia

**Glenn Harris**

Anchor & Sportscaster  
T.V. News Channel 8

**Charles Hicks**

President, Local 1808  
AFSCME  
and  
Co-Chair, District of Columbia  
Public Library Labor Management Council

**Reverend Donald L. Isaac**

Executive Director  
The East of the River Clergy Police  
Community Partnership

**Ernest Jarvis**

Senior Associate  
C.B. Richard Ellis

**Rahim Jenkins**

Founder & Director  
Righteous Men's Commission

**John Johnson**

President, Undergraduate Student  
Government Association  
University of the District of Columbia

**Joe Madison**

Host, Madison & Company Morning Show  
WOL-AM 1450

**John Matthews**

Teacher  
Phelps High School

**Student Member**

D.C. Board of Education

**Larry Quick**

Founder & Executive Director  
Life Pieces To Masterpieces

**Exhibit 1.2**  
**Commission on Black Men and Boys**  
**of the District of Columbia**

**BOARD OF ADVISORS**

**Vincent Gray**

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Covenant House Washington

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Senior Judge  
DC Superior Court

**Hope Hill**

Professor of Psychology  
Howard University

**Robert B. Hill**

Senior Researcher  
Westat, Inc.

**Jeffrey M. Johnson**

President/CEO  
National Center for Strategic Non-Profit  
Planning and Community Leadership

**Archie Prioleau**

President & Chairman  
Foundation for Educational Innovation (FEI)

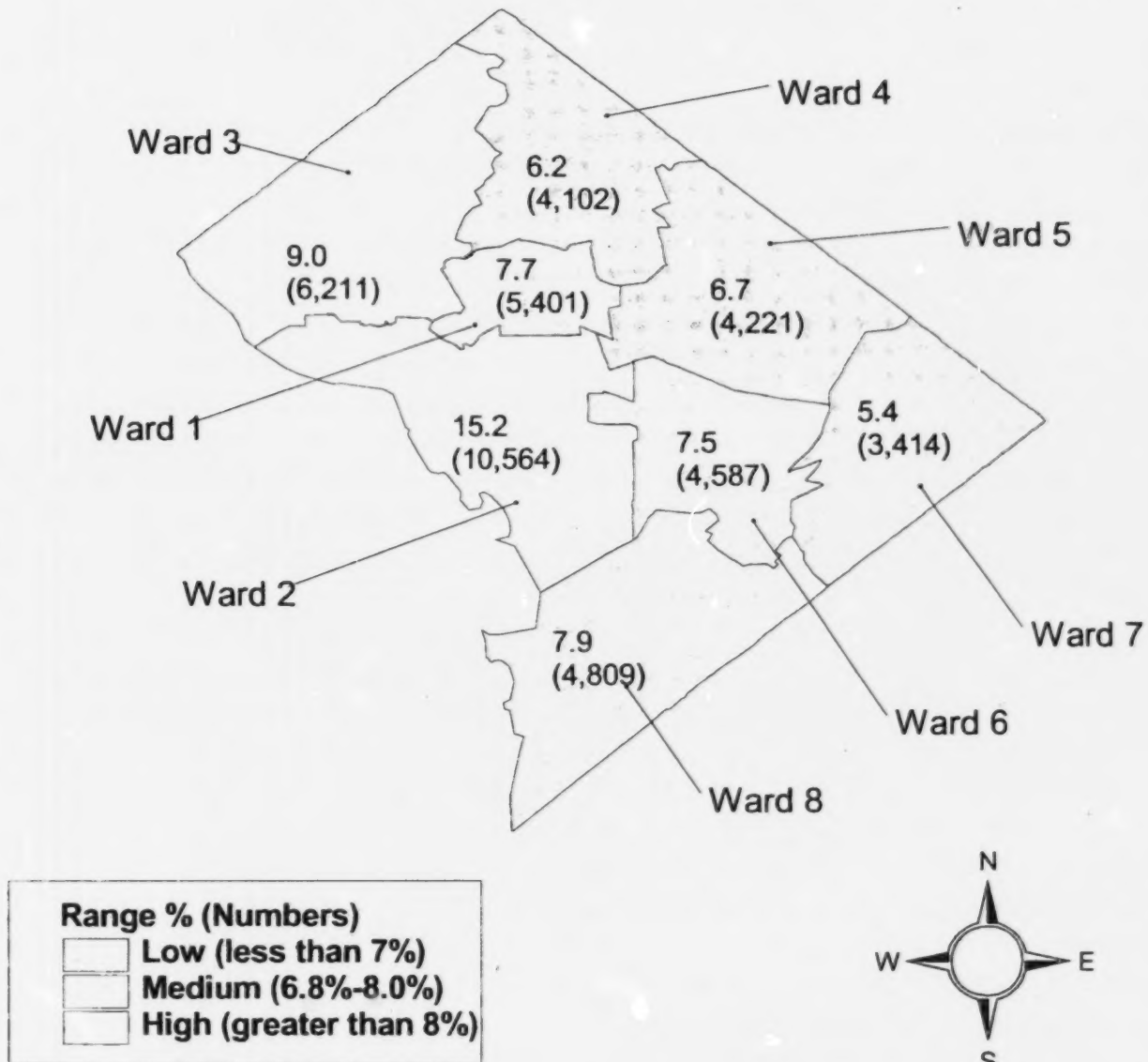
**William Spriggs**

Research Director  
National Urban League

**Mark D. Turner**

Research Scientist  
Institute for Policy Studies  
Johns Hopkins University

# **Exhibit 2.1** **Percent of the D.C. Population Ages 18-24,** **by Ward, 1998**



SOURCE: D.C. Kids Count

NOTE: The proportion of the population age 18-24 was 8.3% citywide in 1998.



## **Exhibit 2.2**

### **Five Elements of Positive Youth Development**

#### **The Search Institute Model of Youth Development**

**1. CARING ADULTS:** Ongoing relationships with caring adults - parents, mentors, tutors, or coaches.

Communities need to provide all young people with sustained adult relationships through which they experience support, care, guidance, and advocacy. Caring and connectedness within and beyond the family consistently are found to be powerful factors in protecting young people from negative behaviors and in encouraging good social skills, responsible values, and positive identity.

**2. SAFE PLACES:** Young people need structure, and they need to be physically and emotionally safe.

**3. A HEALTHY START:** Health education focusing on risk behaviors such as violence and alcohol, drug and tobacco use, and adequate nutrition and exercise.

**4. MARKETABLE SKILLS** through effective education.

Employers increasingly need workers who can think, learn new skills rapidly, work in teams, and solve problems creatively. Among the many important qualities, skills, and competencies that young people need to be successful and productive workers are:

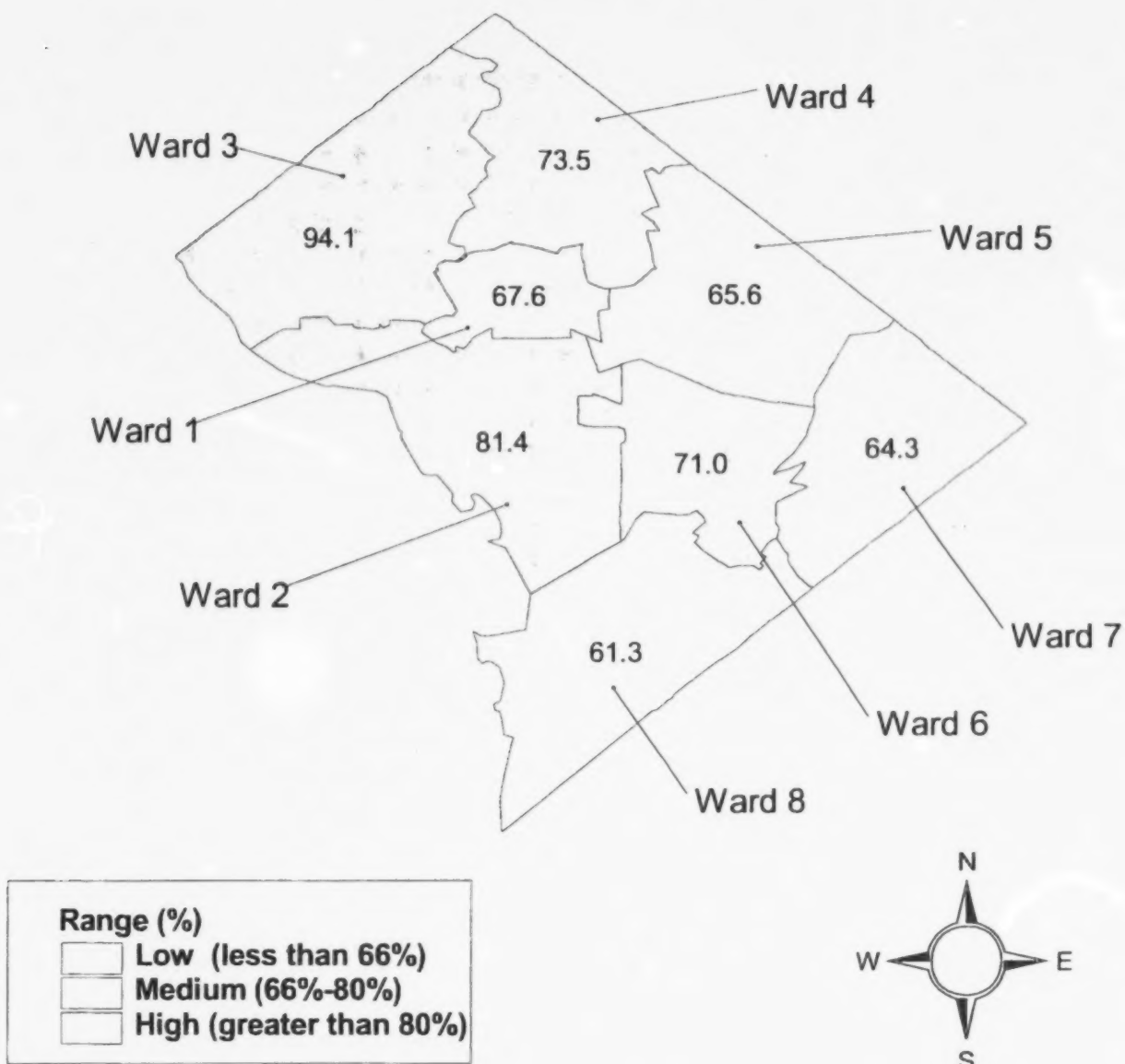
- A foundation in basic skills, such as reading, writing, mathematics, science, technology, and communication.
- Thinking skills, such as creativity, decision making, problem solving, and reasoning.
- Personal attitudes and qualities, such as integrity, responsibility, and self-motivation.

**5. OPPORTUNITIES TO SERVE:** Opportunities to give back through community service.

An emerging body of research suggests that service-learning experiences (available through religious congregations, neighborhood teams, service clubs, family volunteering, and youth organizations) enhance self-esteem, a sense of personal competence and efficacy, engagement with school, and social responsibility for others.

Source: America's Promise—The Alliance for Youth

# **Exhibit 2.3** **Of Persons 25 and Older, Percent High School** **Graduates, by Ward, 1990**

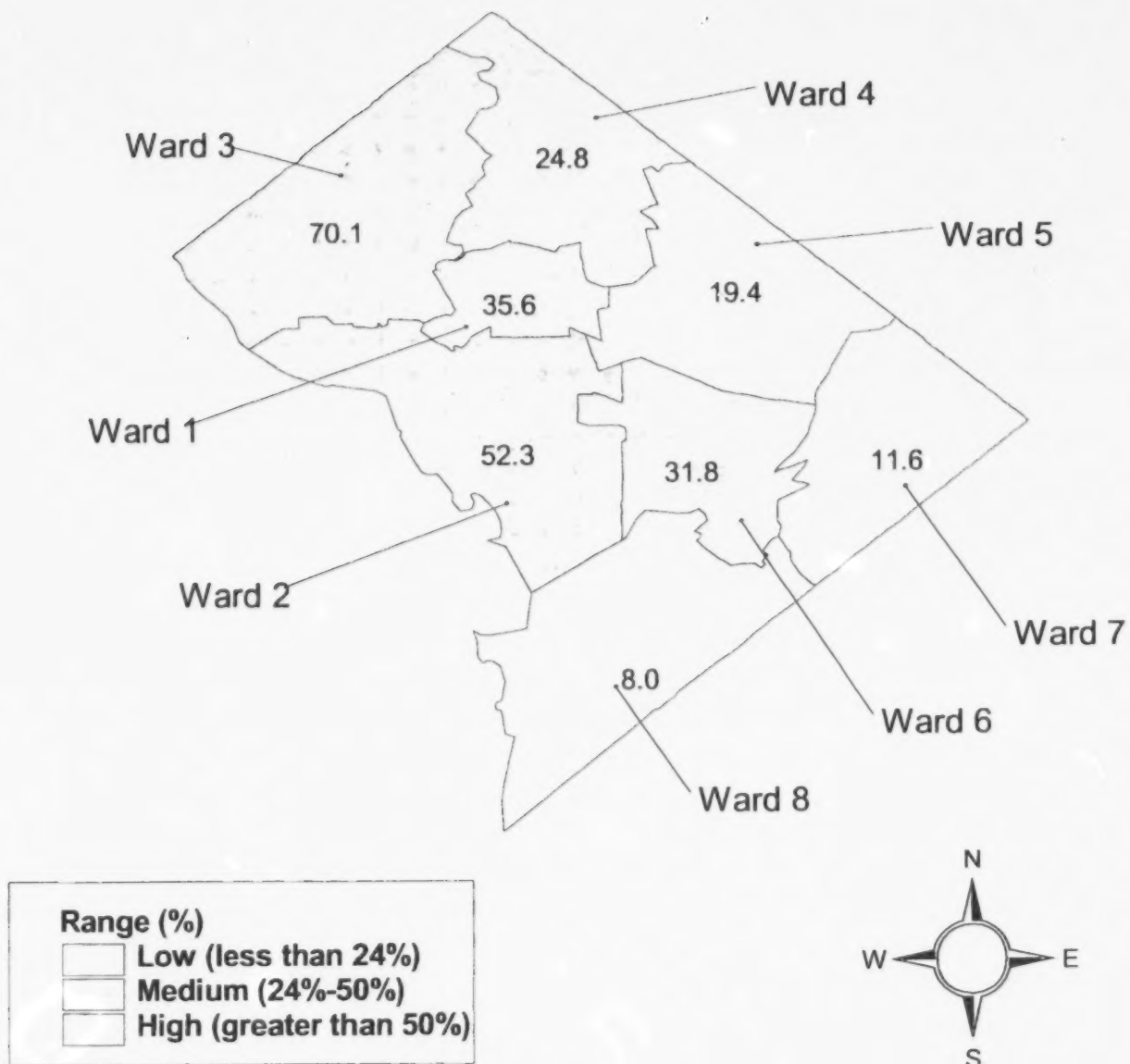


SOURCE: US Census Bureau

NOTE: According to the US Census Bureau, the citywide high school graduation rate was 73.1% in 1990.

## Exhibit 2.4

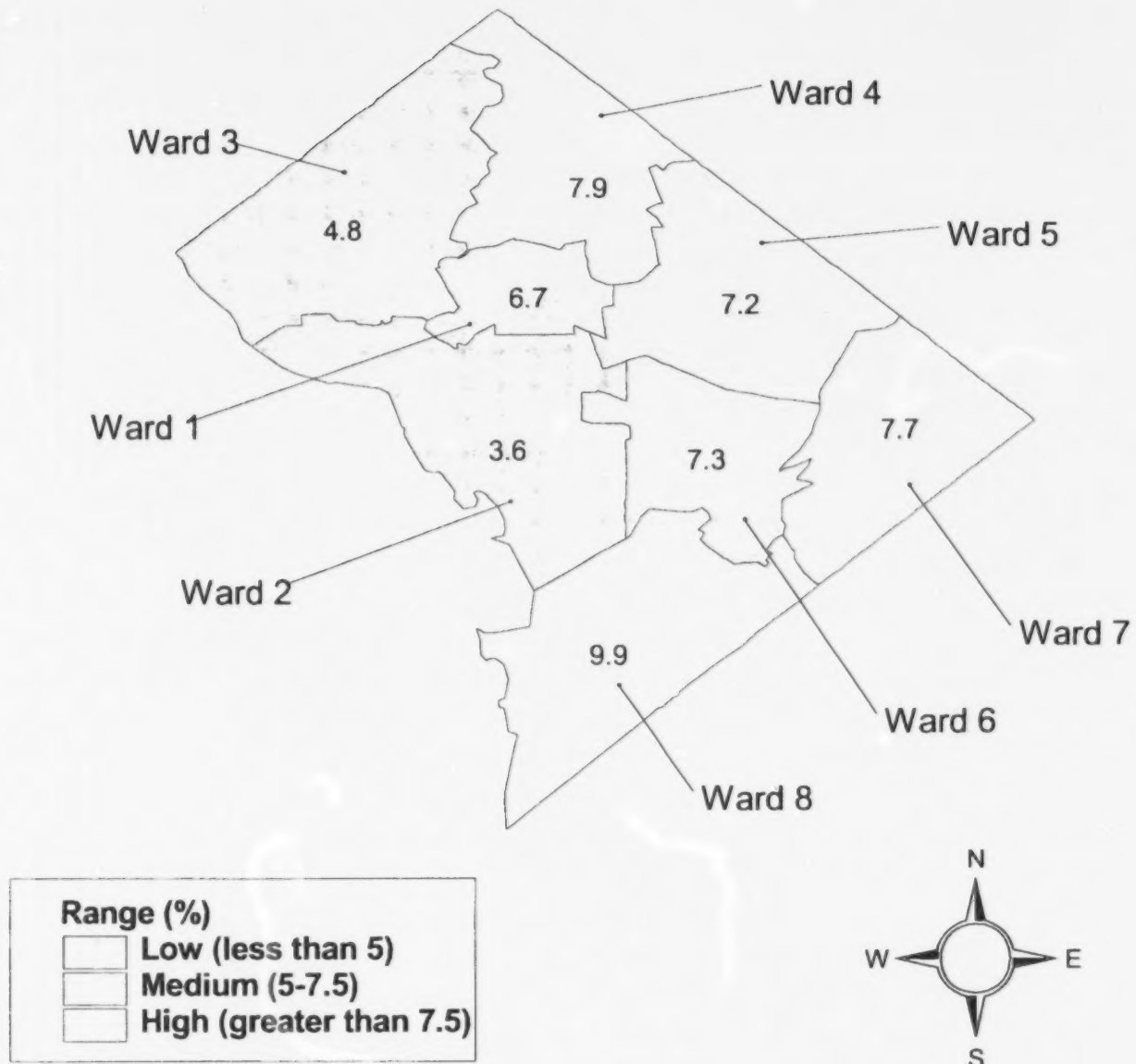
### Of Persons 25 and Older, Percent College Graduates by Ward, 1990



SOURCE: US Census Bureau

NOTE: According to the US Census Bureau, the citywide college graduation rate was 33.3% in 1990.

# **Exhibit 2.5 (a)** **D.C. Public Schools Dropout Rates** **by Ward, SY 1999-2000**

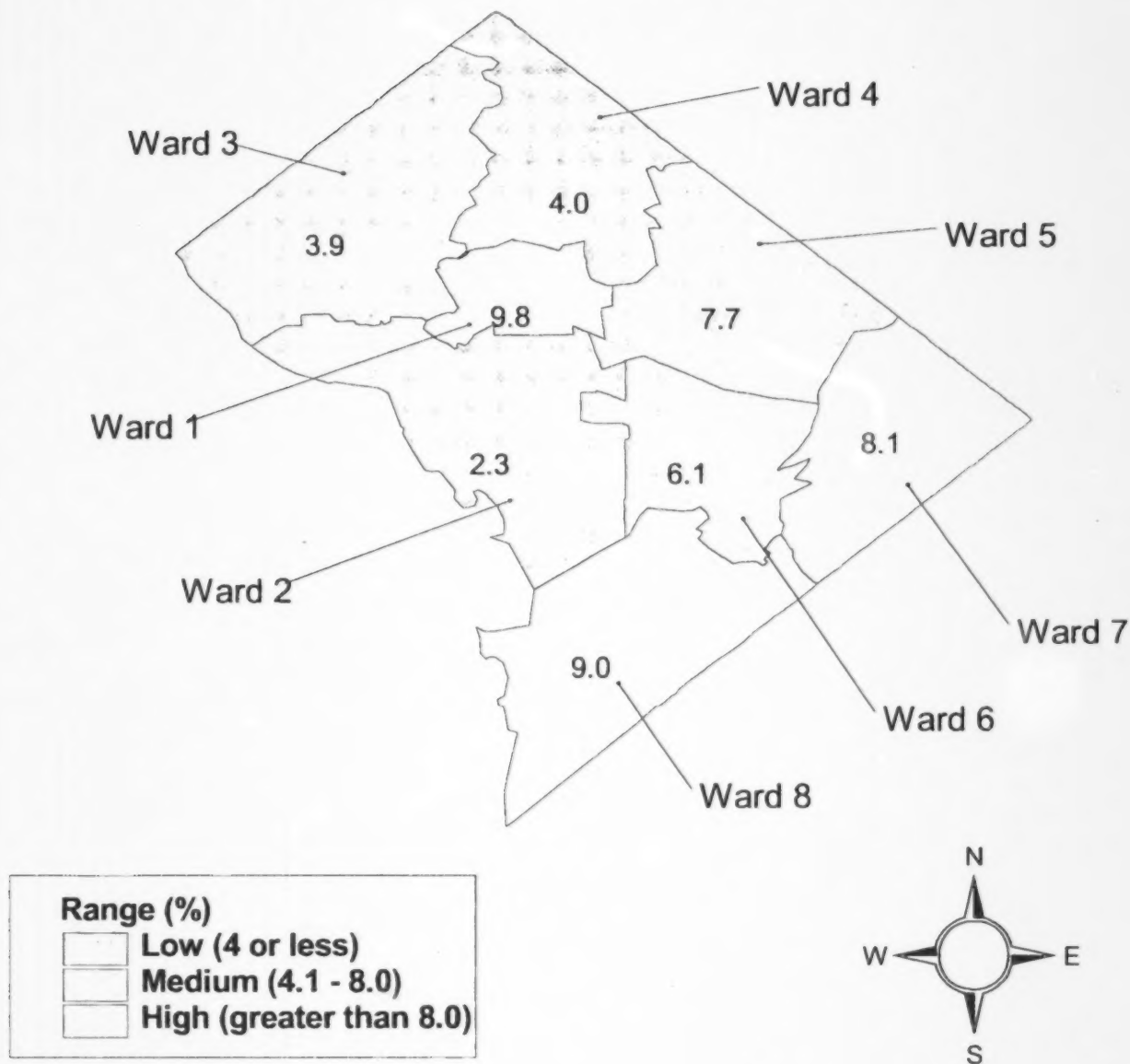


SOURCE: D.C. Board of Education, Office of Educational Accountability

**NOTES:**

1. The dropout measure used here was defined by the U.S. Department of Education.
2. According to the D.C. Public Schools, the 1999-2000 systemwide dropout rate was 6.9%.

# **Exhibit 2.5 (b)** **D.C. Public Schools Dropout Rates** **by Ward, SY 1998-1999**



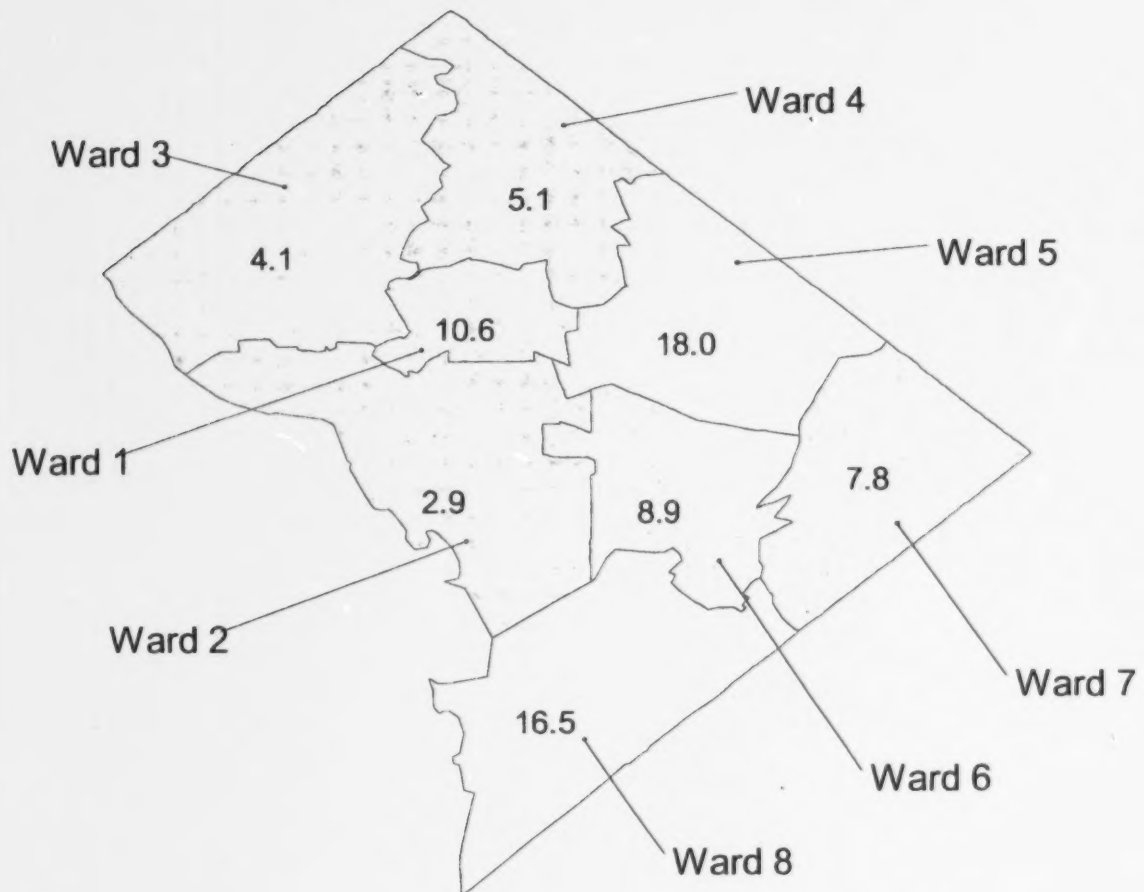
SOURCE: D.C. Board of Education, Office of Educational Accountability

**NOTES:**

1. The dropout measure used here was defined by the U.S. Department of Education.
2. According to the D.C. Public Schools, the 1998-1999 systemwide dropout rate was 6.2%.



# **Exhibit 2.5 (c)** **D.C. Public Schools Dropout Rates** **by Ward, SY 1997-1998**



## **Range (%)**

|                          |                         |
|--------------------------|-------------------------|
| <input type="checkbox"/> | Low (6% or less)        |
| <input type="checkbox"/> | Medium (6.1%-12.0%)     |
| <input type="checkbox"/> | High (greater than 12%) |

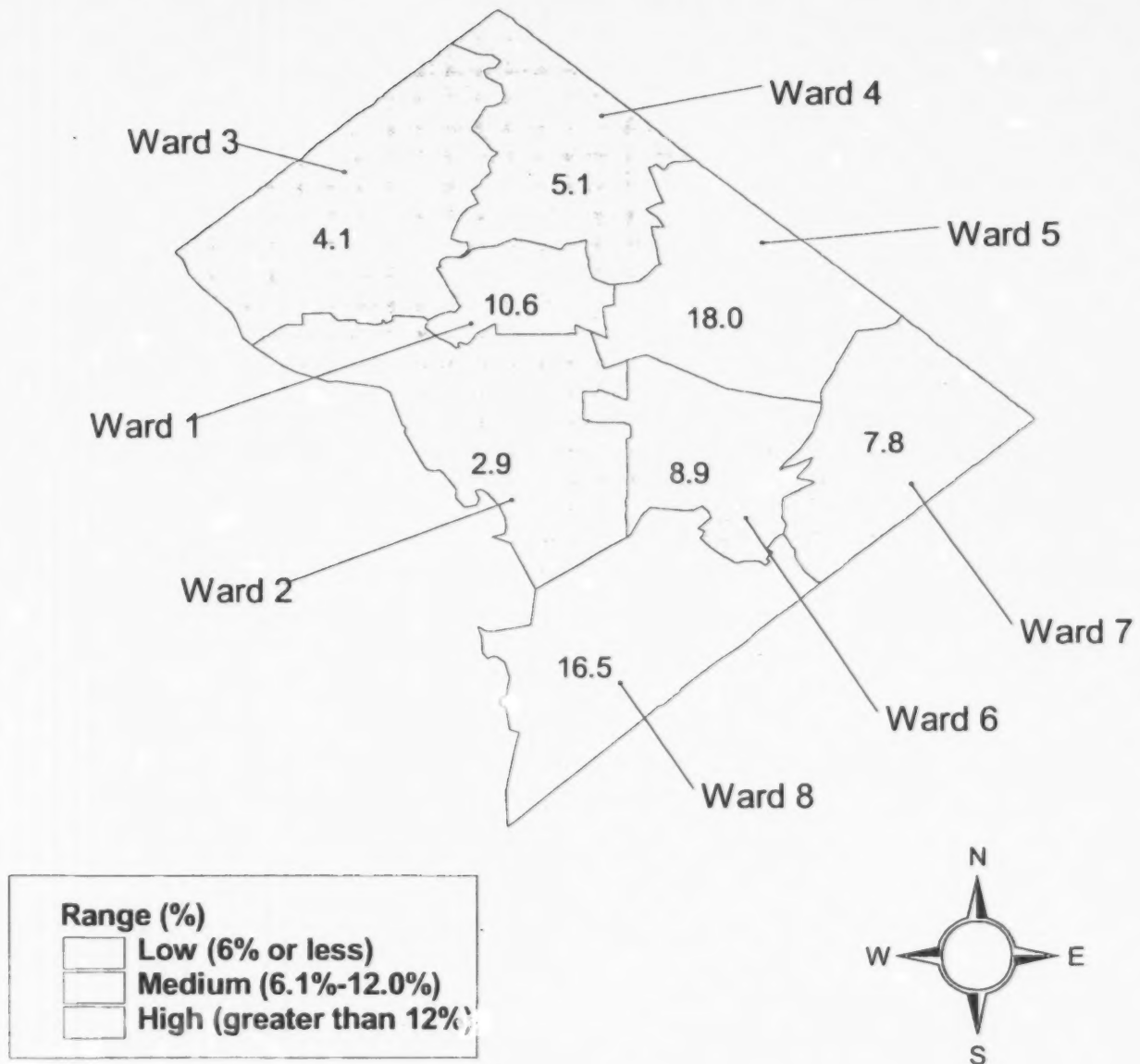


SOURCE: D.C. Board of Education, Office of Educational Accountability

## **NOTES:**

1. The dropout measure used here was defined by the U.S. Department of Education.
2. According to the D.C. Public Schools, the 1997-1998 systemwide dropout rate was 9.6%.

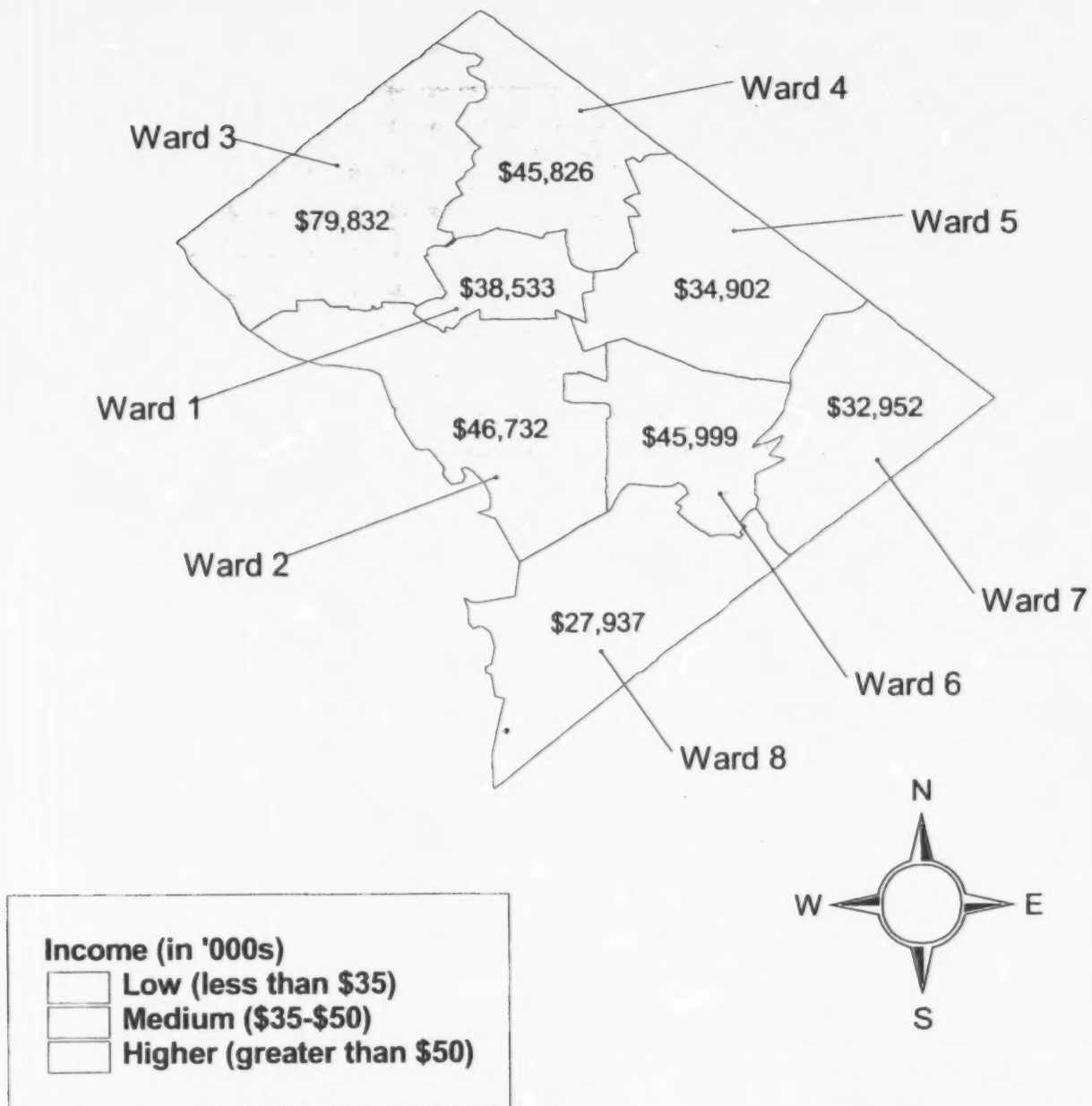
## Exhibit 2.6 Unemployment Rates by Ward, 1990



SOURCE: US Census Bureau

NOTE: According to the US Census Bureau, the 1990 unemployment rate for D.C. was 7.2%.

## Exhibit 2.7 Median Household Income by Ward, 1998

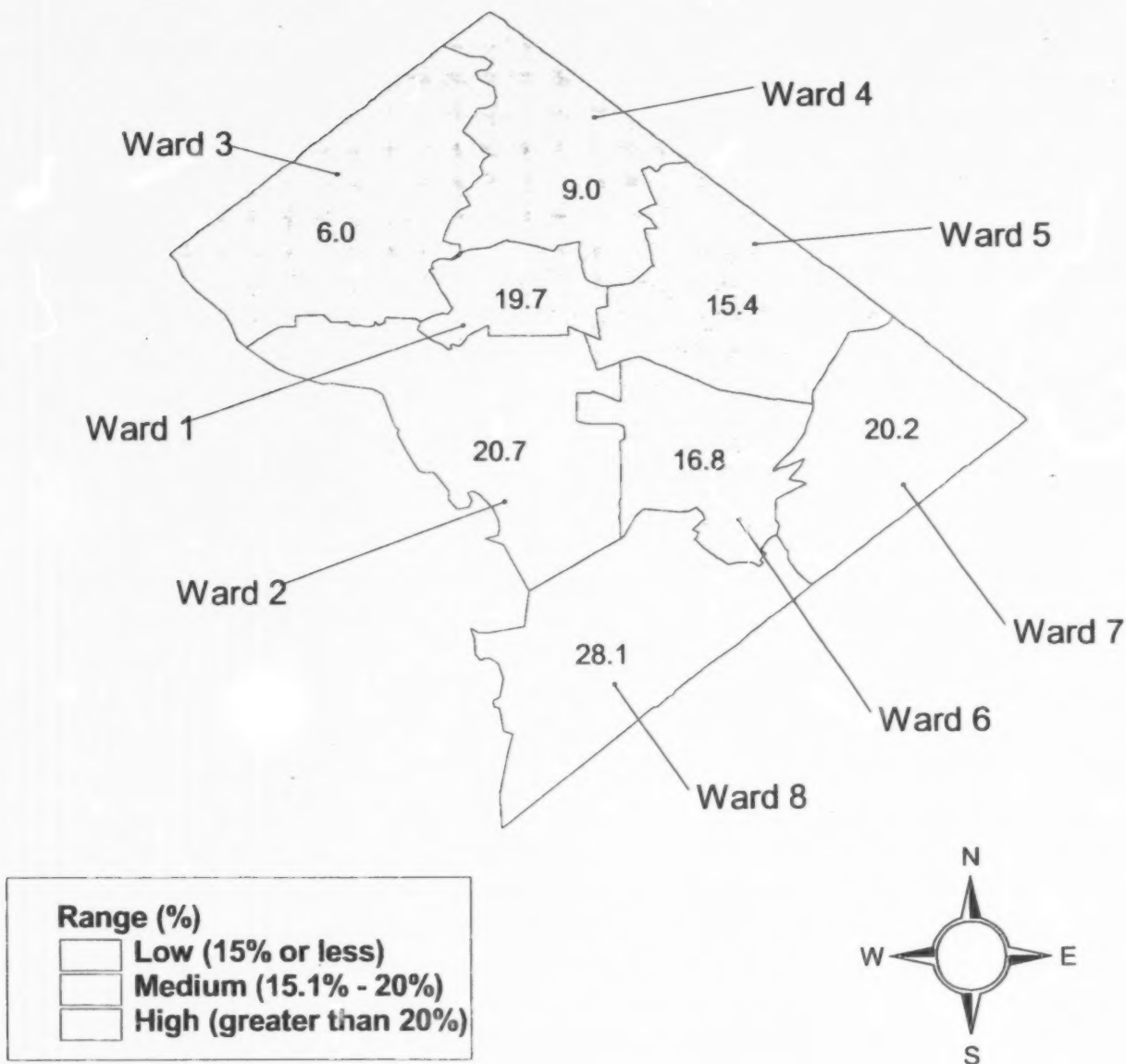


SOURCE: US Census Bureau

NOTE: According to the US Census Bureau, the median household income for D.C. was \$43,011.

## Exhibit 2.8

### Percent of Population Below Poverty Level by Ward, 1989

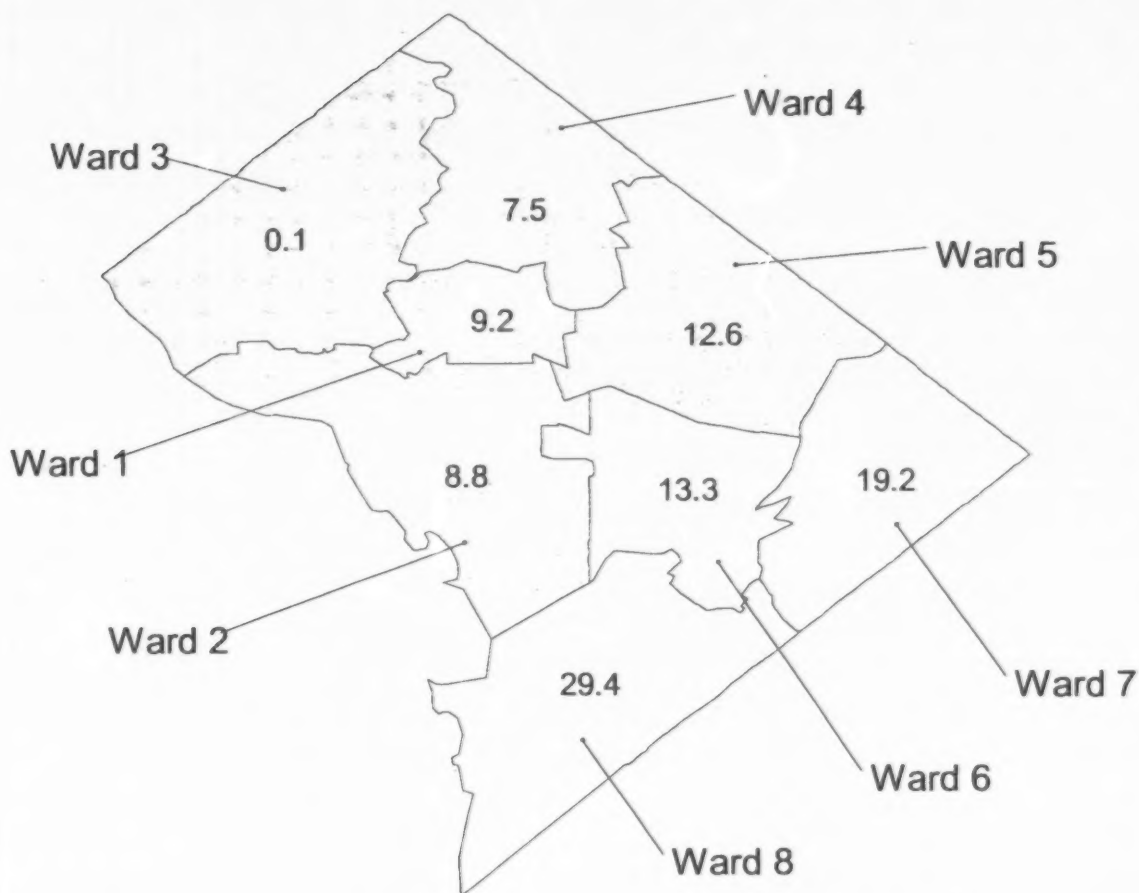


SOURCE: US Census Bureau

NOTE: According to the US Census Bureau, the citywide percent of the population living below the poverty level was 16.9%.

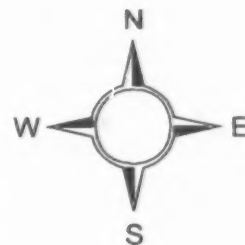
## Exhibit 2.9

### Percent of Children Receiving TANF by Ward, 1998



#### Range (%)

- ☐ Low (less than 7.5)
- ☐ Medium (7.5-13)
- ☐ High (greater than 13)



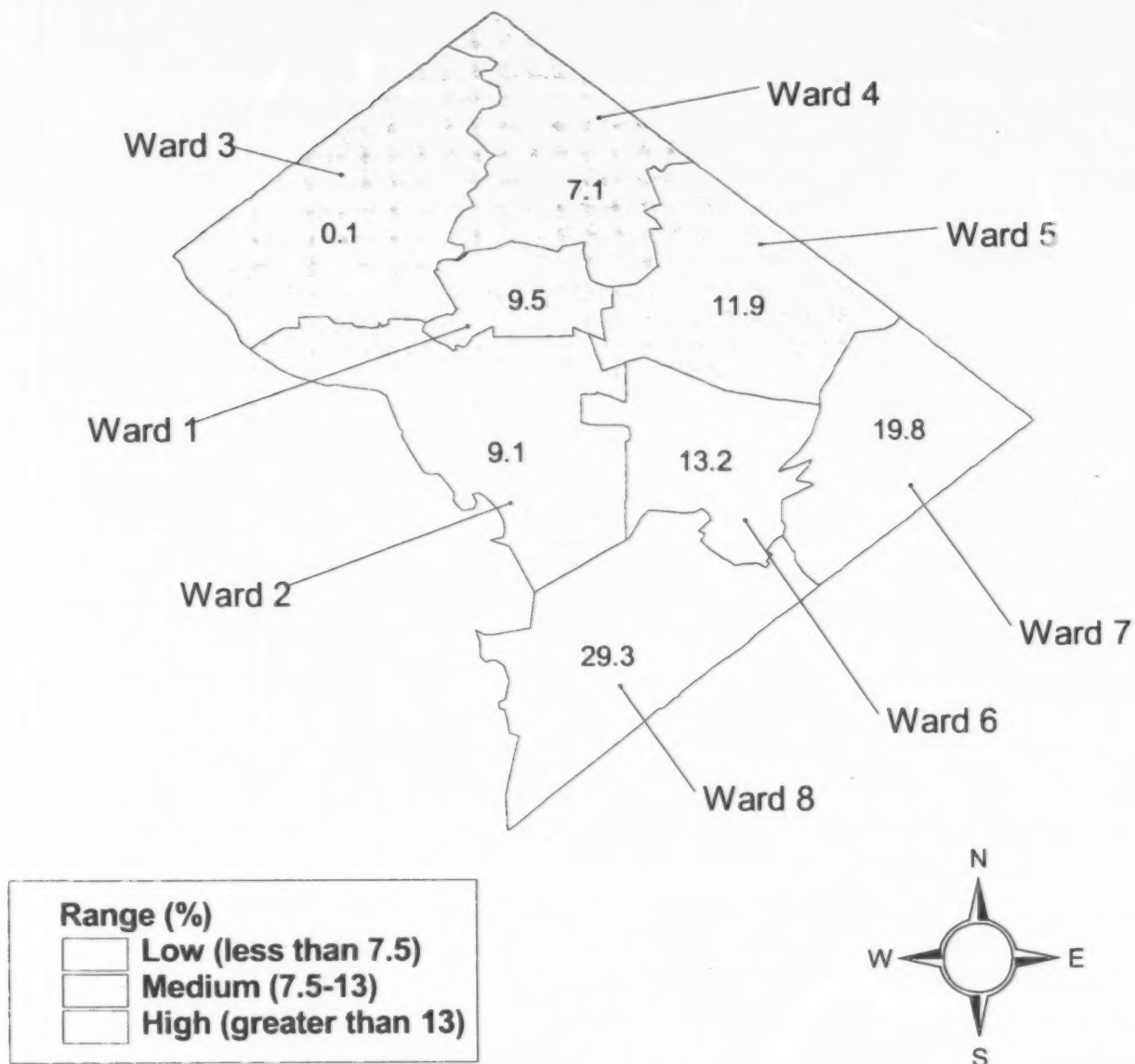
SOURCE: D.C. Kids Count

#### NOTES:

1. TANF stands for Temporary Assistance to Needy Families
2. The percentage of children receiving TANF by ward is the number of children receiving TANF relative to the number of children receiving TANF citywide.



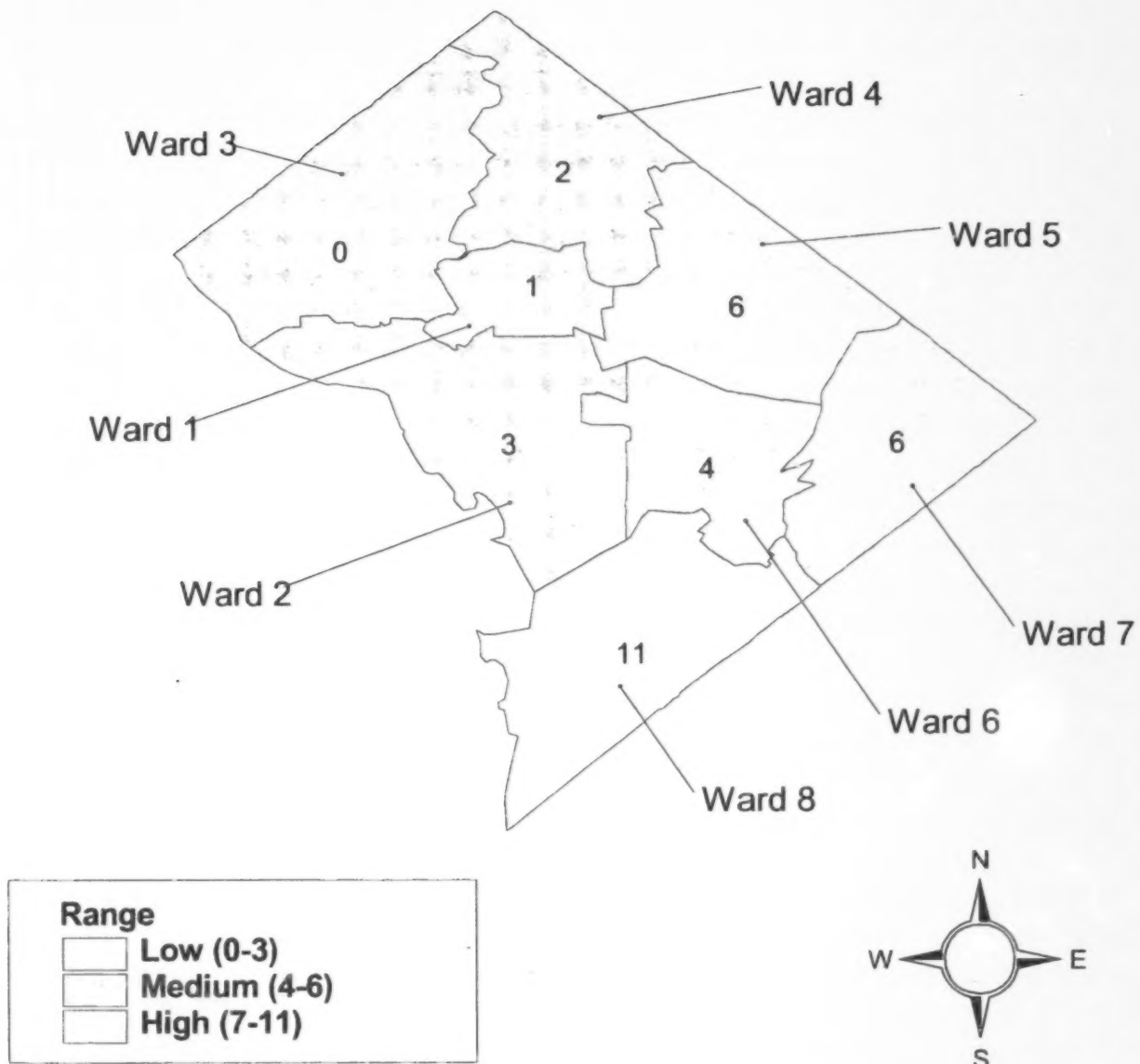
# **Exhibit 2.10** **Percent of Children Receiving Food Stamps** **by Ward, 1998**



SOURCE: D.C. Kids Count

NOTE: The percent of children receiving food stamps by ward is the number of children receiving food stamps relative to the number of children receiving food stamps citywide.

## Exhibit 2.11 Teen Murders, by Ward, 1998



SOURCE: D.C. Kids Count

NOTE: According to D.C. Kids Count, there were 33 teen murders in D.C. in 1998.

**Exhibit 2.12**  
**Criminal Victimization of D.C. Youth Age**  
**14-21 by Police District, 2000**

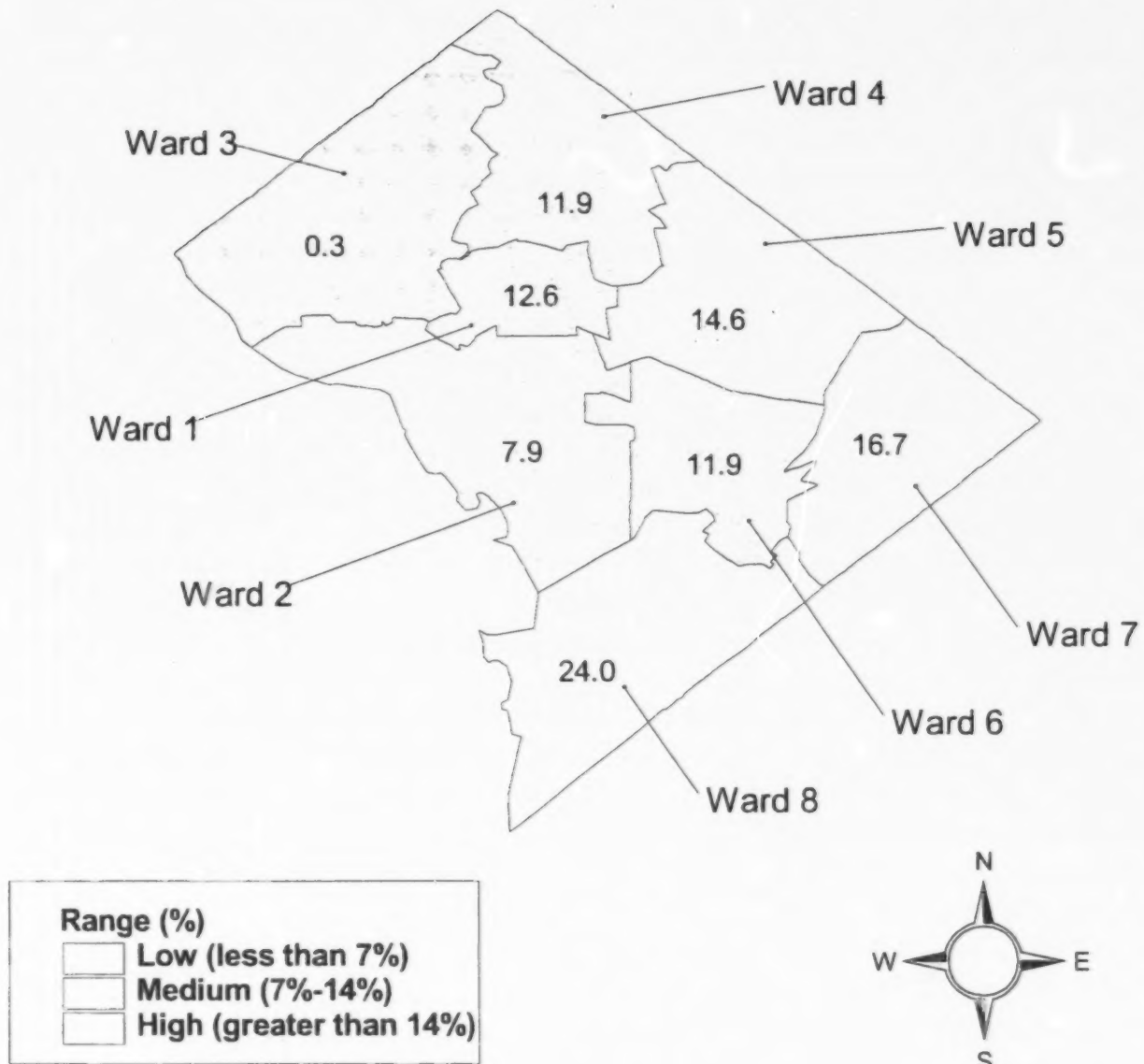
| <b>Police District</b> | <b>Number of<br/>Criminal<br/>Victimization<br/>Cases</b> | <b>Percent of Total</b> |
|------------------------|-----------------------------------------------------------|-------------------------|
| 1                      | 191                                                       | 11.9                    |
| 2                      | 80                                                        | 5.0                     |
| 3                      | 232                                                       | 14.4                    |
| 4                      | 304                                                       | 18.9                    |
| 5                      | 259                                                       | 16.1                    |
| 6                      | 265                                                       | 16.5                    |
| 7                      | 277                                                       | 17.2                    |
| <b>Total</b>           | <b>1608</b>                                               | <b>100.0</b>            |

SOURCE: Office of the Deputy Mayor for Public Safety and Justice.

NOTE: Crimes include homicide, rape, robbery and aggravated assault.

## Exhibit 2.13

### Births to Teen Mothers by Ward, 1998



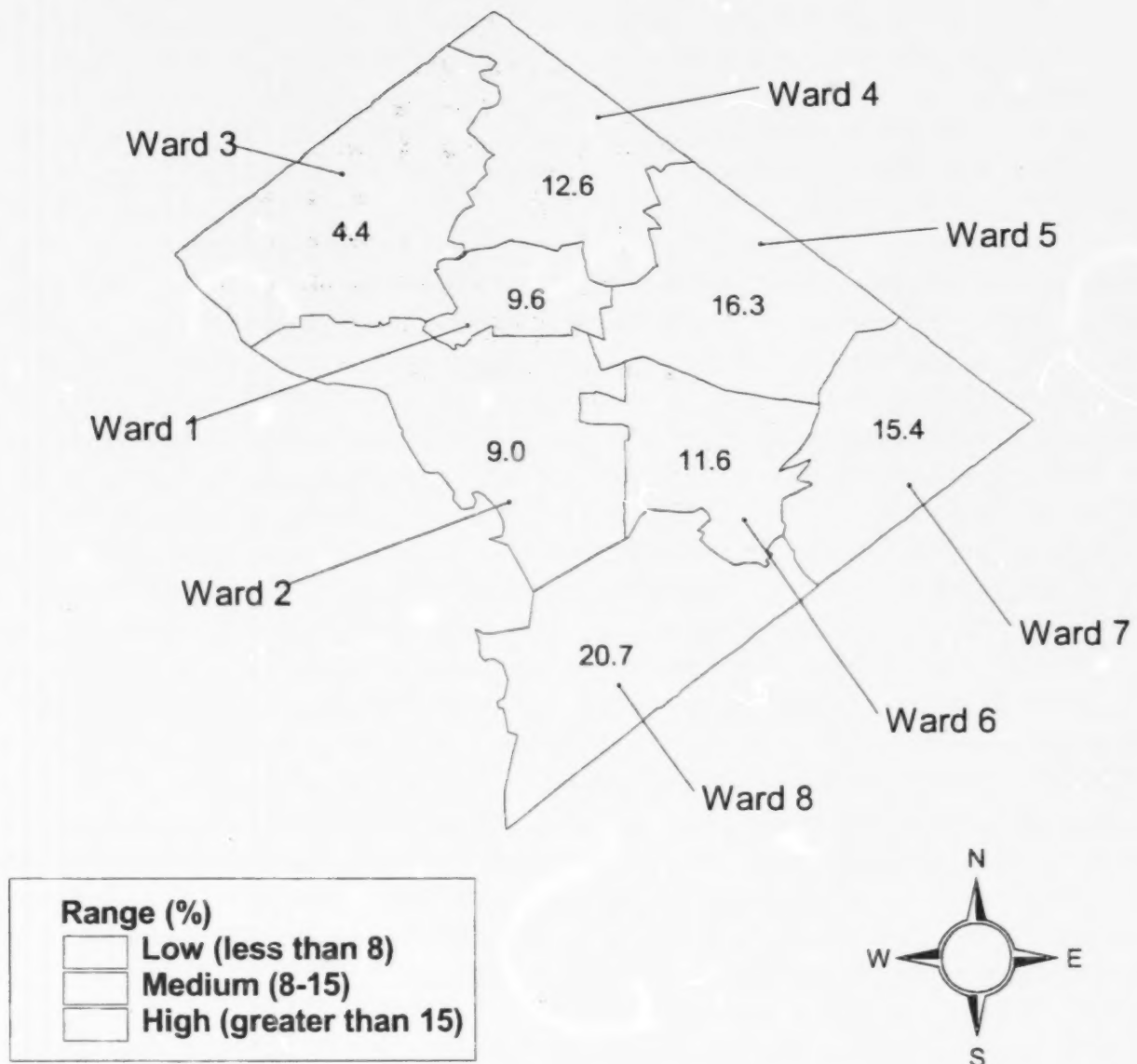
SOURCE: D.C. Kids Count

**NOTES:**

1. The percentages for births per ward refer to the number of teenage births per ward relative to the total number of teenage births citywide.
2. Births to teen mothers include all births to those under 20 years of age.

## Exhibit 2.14

### Percent of Low Birthweight Babies by Ward, 1998



SOURCE: D.C. Kids Count

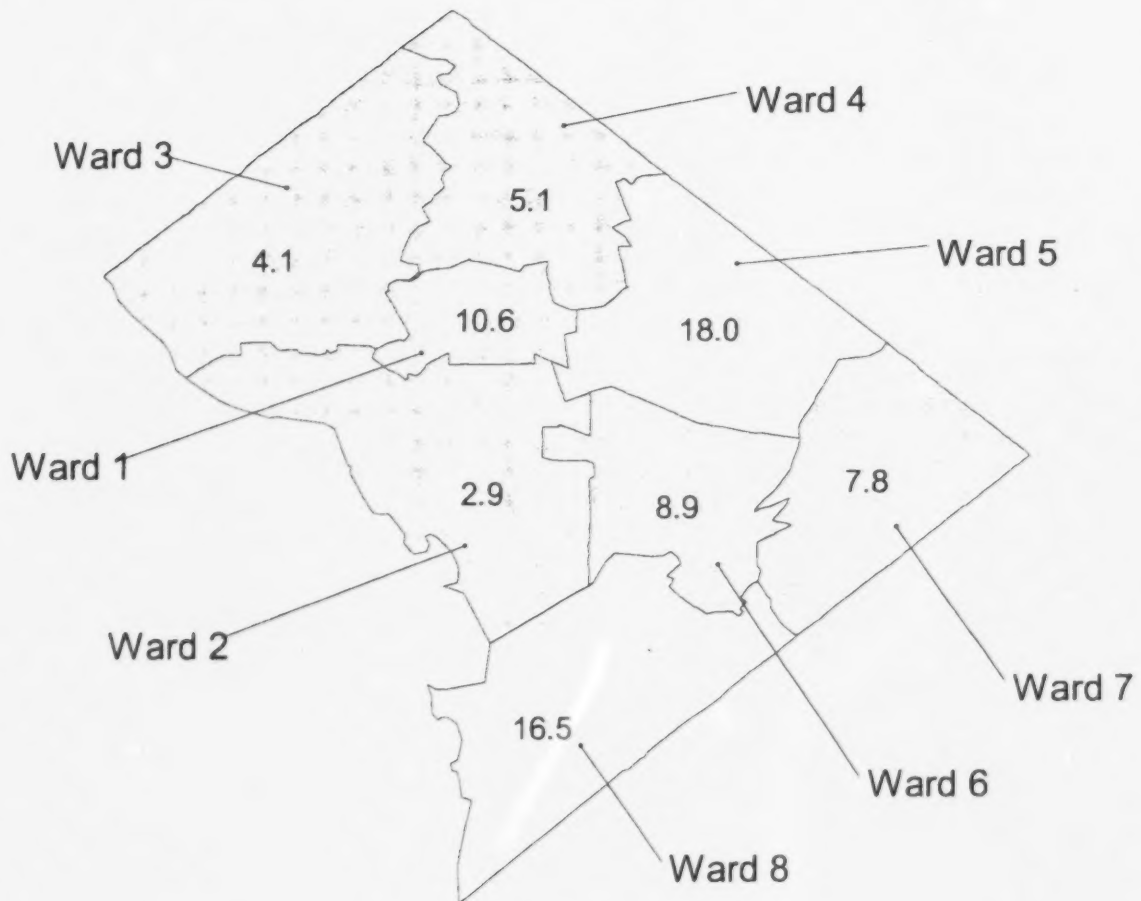
**NOTES:**

1. According to D.C. Kids Count, any birth under 5.5 pounds was considered to be low birthweight.
2. The percentages of low birthweight babies per ward refer to the number of low birthweight babies per ward relative to the number of low birthweight babies citywide.



## Exhibit 2.15

### Infant Deaths by Ward, 1998



#### Range (%)

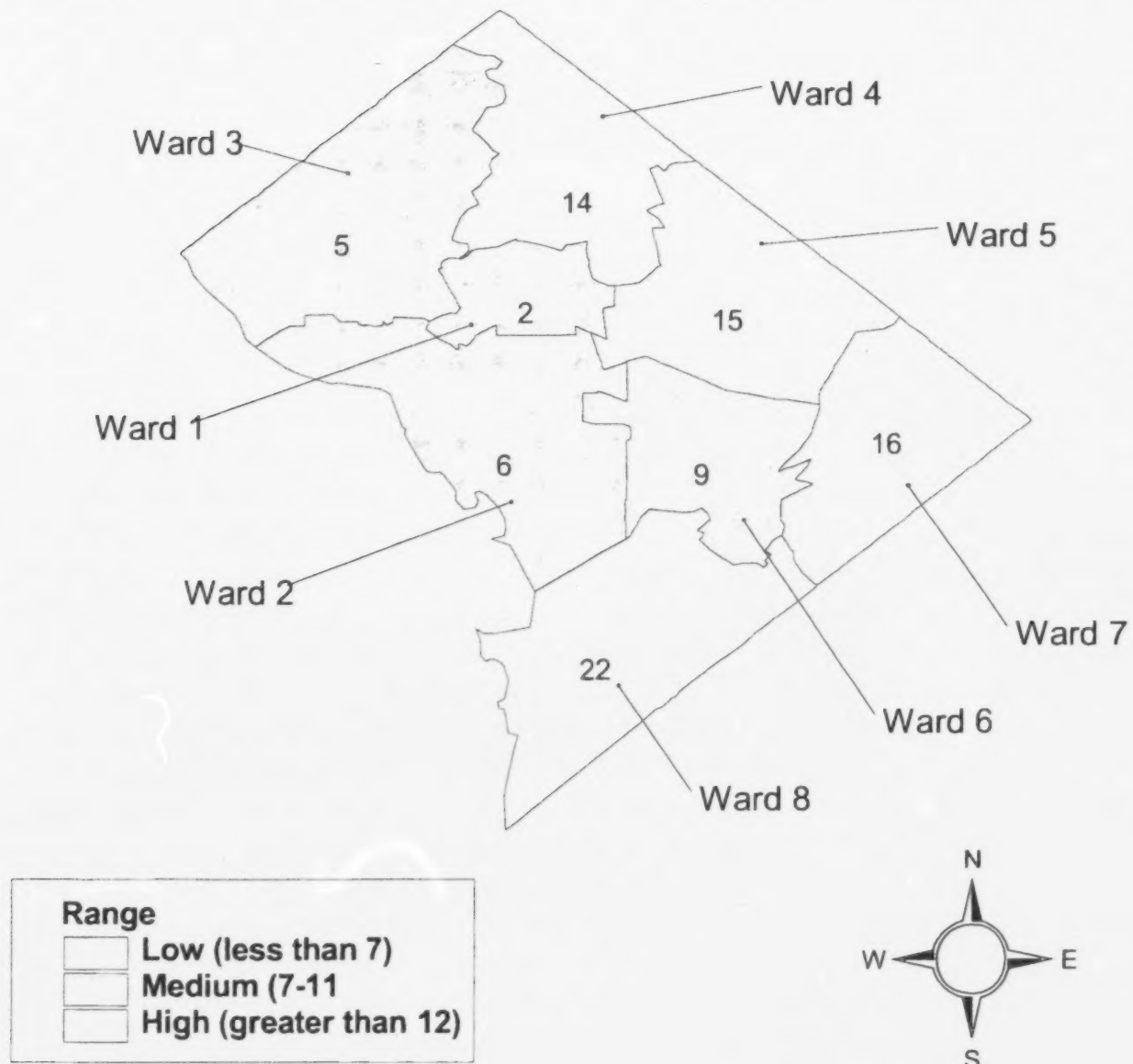
|  |                         |
|--|-------------------------|
|  | Low (6% or less)        |
|  | Medium (6.1%-12.0%)     |
|  | High (greater than 12%) |

SOURCE: D.C. Kids Count

#### NOTES:

1. Infant deaths include all those who die before one year of age.
2. The percentages for infant deaths per ward refer to the number of infant deaths per ward relative to the number of infant deaths citywide.
3. According to Kids Count, there were 96 infant deaths in D.C. in 1998.

# **Exhibit 2.16** **Mortality of Children and Youth Ages 1-19** **by Ward, 1998**

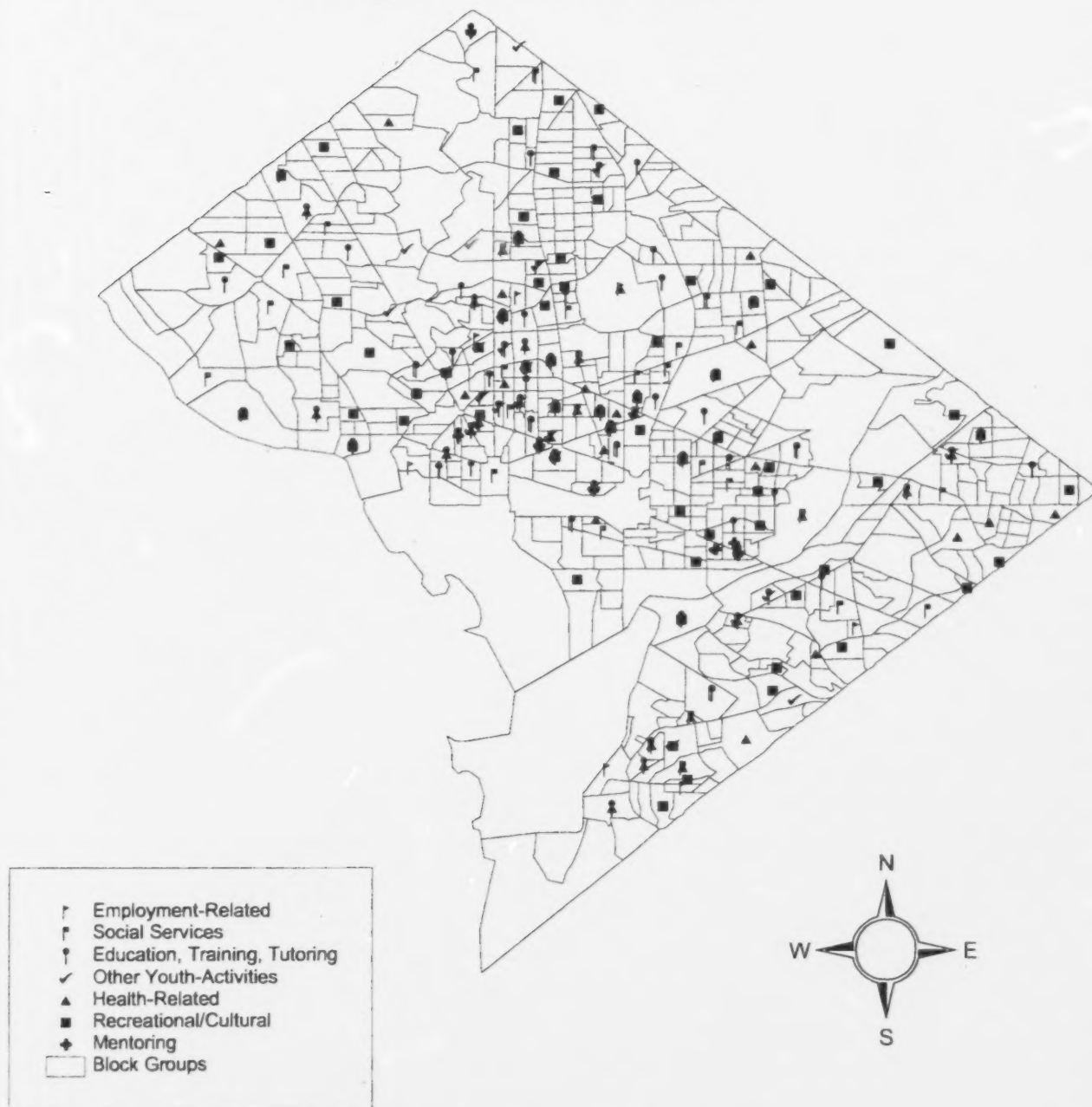


SOURCE: D.C. Kids Count

NOTE: According to D.C. Kids Count, there were 89 deaths of children and youth in D.C. in 1998.

# Exhibit 3.1

## All Youth Development Programs in D.C., 2001



NOTE: Each symbol represents at least one youth development program.

SOURCES: D.C. Department of Human Services-- Youth Services Directory 2001 Joint Center for Political and Economic Studies Managers' Survey of Programs for D.C. Youth Ages 14-21

### Exhibit 3.2

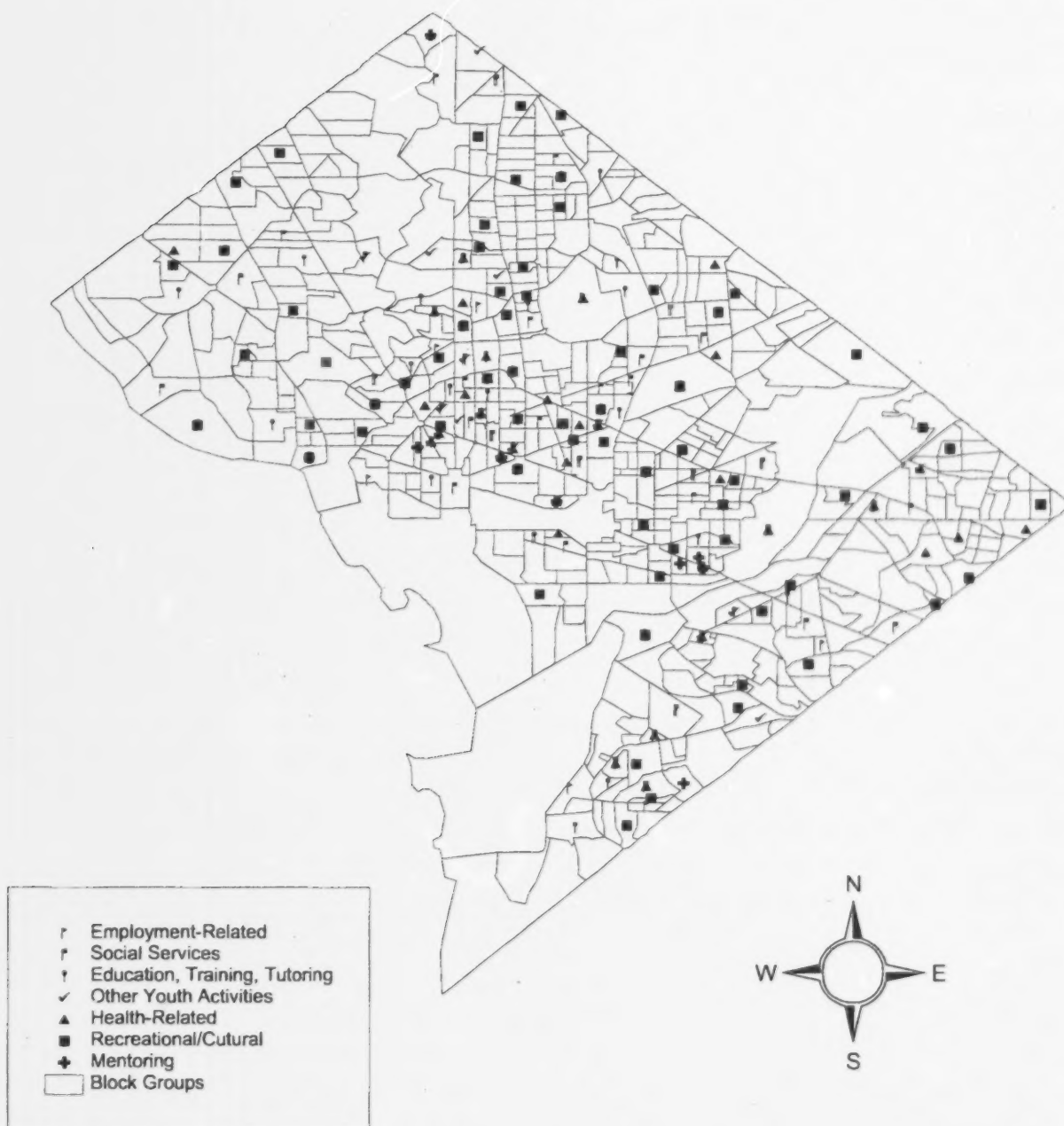
#### Programs for Dropouts in D.C. by Category, 2001

| Program Type                | Number     | Percent      |
|-----------------------------|------------|--------------|
| Employment-Related          | 24         | 5.6          |
| Education/Tutoring/Training | 93         | 21.8         |
| Mentoring                   | 11         | 2.6          |
| Social Services             | 82         | 19.2         |
| Health-Related              | 74         | 17.3         |
| Recreation/Cultural         | 95         | 22.2         |
| Other Programs              | 49         | 11.4         |
| <b>Total</b>                | <b>428</b> | <b>100.0</b> |

SOURCES: D.C. Department of Human Services, Administration for Children and Families, Youth Services Directory 2001, and Joint Center for Political and Economic Studies, Managers' Survey of Programs for D.C. Youth 14-21

### Exhibit 3.3

## Youth Development Programs for D.C. Dropouts 2001



NOTE: Each symbol represents at least one youth development program.

SOURCES: D.C. Department of Human Services-- Youth Services Directory 2001 and Joint Center for Political and Economic Studies Managers' Survey of Programs for D.C. Youth Ages 14-21



### Exhibit 3.4

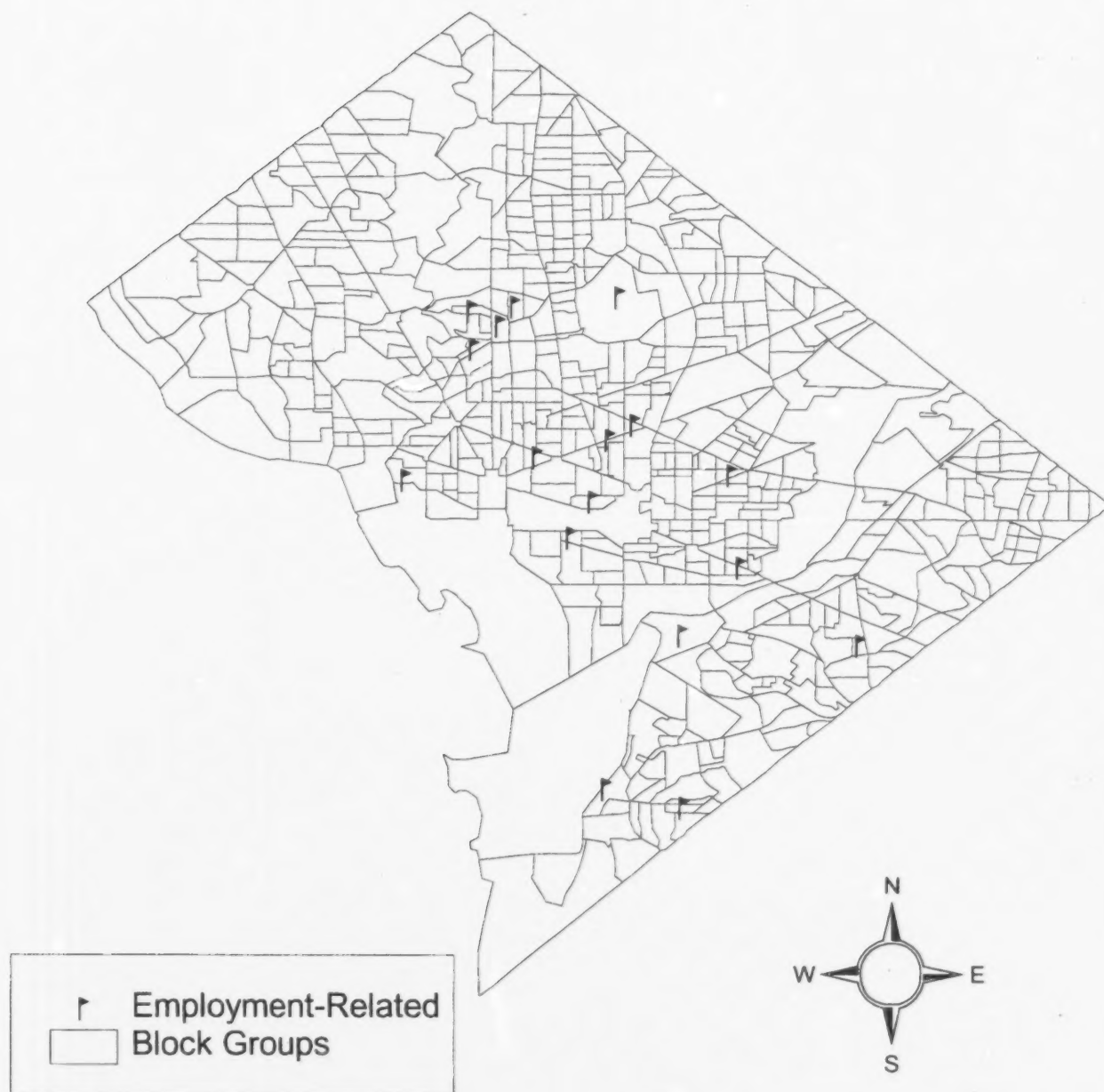
## Program Survey Response Rates by Category, 2001

| Category                    | Response to Survey<br>Number (%) | No Response to Survey<br>Number (%) | Total<br>Number (%) |
|-----------------------------|----------------------------------|-------------------------------------|---------------------|
| Employment-Related          | 10 (41.7)                        | 14 (58.3)                           | 24 (100)            |
| Education/Tutoring/Training | 17 (18.5)                        | 75 (81.5)                           | 92 (100)            |
| Mentoring                   | 5 (45.6)                         | 6 (54.4)                            | 11 (100)            |
| Social Services             | 21 (25.3)                        | 62 (74.7)                           | 83 (100)            |
| Health-Related              | 22 (29.7)                        | 52 (70.3)                           | 74 (100)            |
| Recreation/Cultural         | 13 (13.0)                        | 87 (87.0)                           | 100 (100)           |
| Other Programs              | 9 (9.1)                          | 40 (90.9)                           | 44 (100)            |
| <b>All Program Types</b>    | 92 (21.5)                        | 336 (78.5)                          | 428 (100)           |

SOURCES: Joint Center for Political and Economic Studies, Managers' Survey of Programs for D.C. Youth 14-21, and D.C. Department of Human Services, Youth Services Directory 2001

### Exhibit 3.5

## Employment-Related Program Locations in D.C. 2001



NOTE: Each symbol represents at least one youth development program.

SOURCES: D.C. Department of Human Services-- Youth Services Directory 2001 and Joint Center for Political and Economic Studies Managers' Survey of Programs for D.C. Youth Ages 14-21

### Exhibit 3.6

## Survey Results for Employment Program Managers

| Item                                                              | Statistic | Estimate | Item sample size |
|-------------------------------------------------------------------|-----------|----------|------------------|
| <b>Sources of funding:</b>                                        |           |          |                  |
| Federal government                                                | P         | 0.75     | 8                |
| District government                                               | P         | 0.75     | 8                |
| Foundation                                                        | P         | 0.75     | 8                |
| Combined Federal Campaign                                         | P         | 0.75     | 8                |
| United Way                                                        | P         | 0.75     | 8                |
| Black United Fund                                                 | P         | 0.00     | 8                |
| None of the above                                                 | P         | 0.00     | 8                |
| Nonprofit 501(C)(3) organization                                  | P         | 1.00     | 8                |
| Weeks a typical youth participated                                | M         | 39.00    | 9                |
| In a typical week, number participating                           | M         | 62.50    | 8                |
| In a typical week, hours participated                             | M         | 40.00    | 7                |
| <b>Last program year</b>                                          |           |          |                  |
| Total youth participants                                          | M         | 77.50    | 8                |
| Number who were ex-offenders or court-involved                    | M         | 2.00     | 7                |
| Total number of African Americans                                 | M         | 68.00    | 7                |
| African American males                                            | M         | 35.00    | 7                |
| African American males not enrolled in school                     | M         | 35.00    | 7                |
| Total number of Hispanics                                         | M         | 1.00     | 4                |
| Hispanic males                                                    | M         | 0.50     | 4                |
| Hispanic males not enrolled in school                             | M         | 0.00     | 4                |
| In a typical week, number of paid staff                           | M         | 7.00     | 8                |
| In a typical week, number of volunteer staff                      | M         | 0.00     | 6                |
| Within past 3 yrs, largest number served at one time              | M         | 125.00   | 6                |
| Number currently on waiting list                                  | M         | 0.00     | 5                |
| Largest number could accommodate now                              | M         | 62.50    | 6                |
| Refer youths who do not fit my program elsewhere                  | P         | 0.86     | 7                |
| Refer completers of my program to other programs                  | P         | 0.71     | 7                |
| <b>Among those who answered 'yes' to either referral question</b> |           |          |                  |
| Refer to academic programs                                        | P         | 0.67     | 6                |
| Refer to employment programs                                      | P         | 0.83     | 6                |
| Refer to recreational and cultural programs                       | P         | 0.00     | 6                |
| Refer to mentoring programs                                       | P         | 0.00     | 6                |
| Refer to social service programs                                  | P         | 0.17     | 6                |
| Refer to health or violence prevention programs                   | P         | 0.17     | 6                |
| Refer to other categories of programs                             | P         | 0.00     | 6                |
| Affiliated with a national youth development organization         | P         | 0.78     | 9                |

**KEY:**

P = Proportion of programs represented by responding program managers

M = Median among responding program managers

SOURCE: Joint Center for Political and Economic Studies, 2001 Managers' Survey of Programs for DC Youth 14-21.

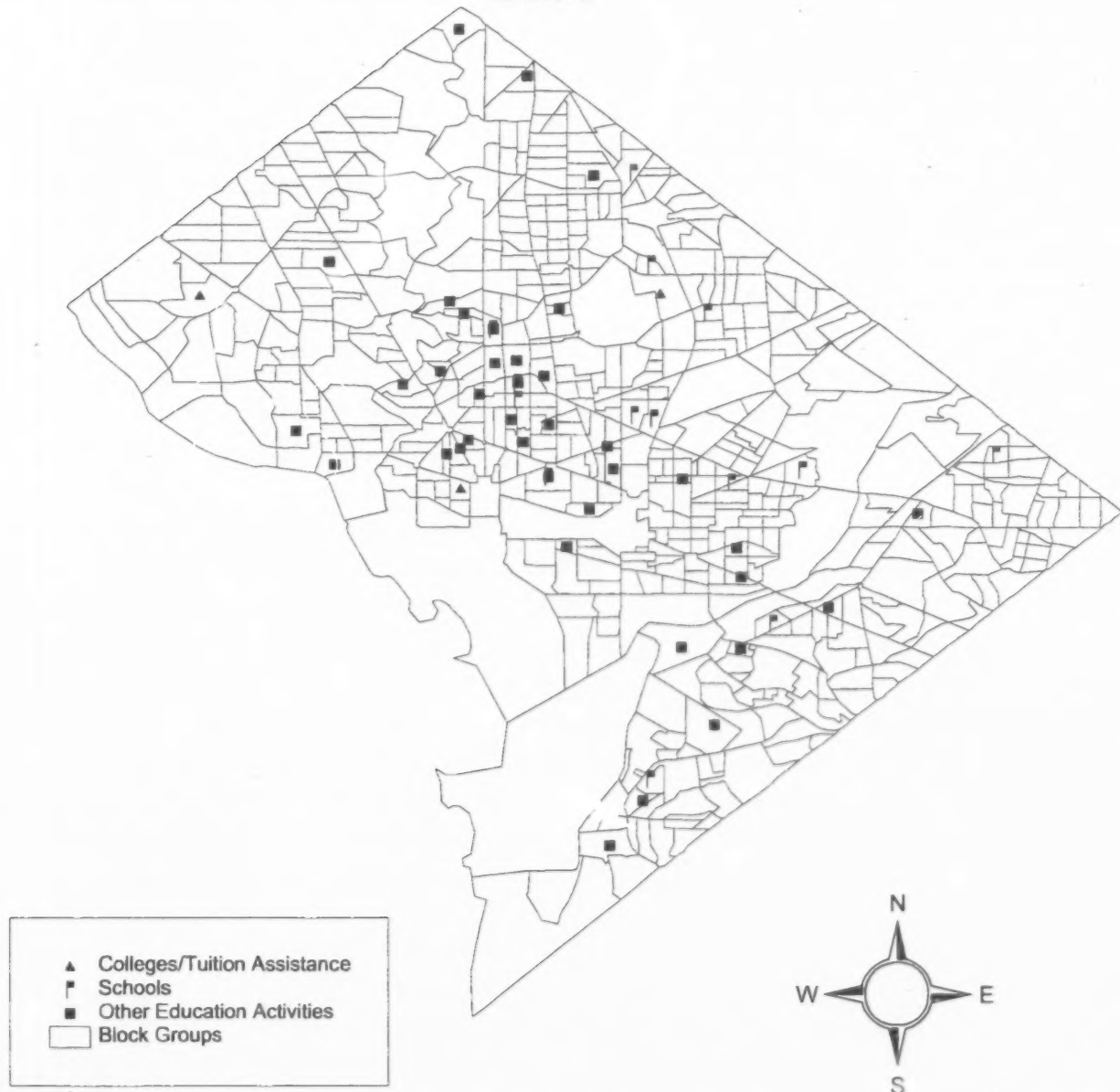
**NOTES:**

1. Before item nonresponse reflected in the item sample sizes in the last column, the total sample size was 11 for funding and organizational items, and 10 for all other survey items.
2. Survey results based on small and extremely small sample sizes must be used with extreme caution. Results from a more complete survey may be quite different.

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### Exhibit 3.7

## Education, Tutoring, and Training Program Locations in D.C. 2001



NOTE: Each symbol represents at least one youth development program.

SOURCES: D.C. Department of Human Services-- Youth Services Directory 2001 and Joint Center for Political and Economic Studies Managers' Survey of Programs for D.C. Youth Ages 14-21

### Exhibit 3.8

#### Survey Results for Education/Training Program Managers

| Item                                                              | Statistic | Estimate | Item sample size |
|-------------------------------------------------------------------|-----------|----------|------------------|
| <b>Sources of funding:</b>                                        |           |          |                  |
| Federal government                                                | P         | 0.50     | 28               |
| District government                                               | P         | 0.71     | 28               |
| Foundation                                                        | P         | 0.71     | 28               |
| Combined Federal Campaign                                         | P         | 0.75     | 28               |
| United Way                                                        | P         | 0.57     | 28               |
| Black United Fund                                                 | P         | 0.04     | 27               |
| None of the above                                                 | P         | 0.04     | 27               |
| Nonprofit 501(C)(3) organization                                  | P         | 1.00     | 28               |
| Weeks a typical youth participated                                | M         | 40.00    | 15               |
| In a typical week, number participating                           | M         | 27.50    | 14               |
| In a typical week, hours participated                             | M         | 30.00    | 15               |
| <b>Last program year</b>                                          |           |          |                  |
| Total youth participants                                          | M         | 39.00    | 15               |
| Number who were ex-offenders or court-involved                    | M         | 5.00     | 8                |
| Total number of African Americans                                 | M         | 30.00    | 9                |
| African American males                                            | M         | 10.50    | 8                |
| African American males not enrolled in school                     | M         | 0.00     | 6                |
| Total number of Hispanics                                         | M         | 10.00    | 7                |
| Hispanic males                                                    | M         | 1.50     | 6                |
| Hispanic males not enrolled in school                             | M         | 0.00     | 5                |
| In a typical week, number of paid staff                           | M         | 4.00     | 13               |
| In a typical week, number of volunteer staff                      | M         | 9.00     | 11               |
| Within past 3 yrs, largest number served at one time              | M         | 50.00    | 15               |
| Number currently on waiting list                                  | M         | 20.00    | 15               |
| Largest number could accommodate now                              | M         | 50.00    | 9                |
| Refer youths who do not fit my program elsewhere                  | P         | 0.75     | 12               |
| Refer completers of my program to other programs                  | P         | 0.55     | 11               |
| <b>Among those who answered 'yes' to either referral question</b> |           |          |                  |
| Refer to academic programs                                        | P         | 0.90     | 10               |
| Refer to employment programs                                      | P         | 0.40     | 10               |
| Refer to recreational and cultural programs                       | P         | 0.40     | 10               |
| Refer to mentoring programs                                       | P         | 0.50     | 10               |
| Refer to social service programs                                  | P         | 0.50     | 10               |
| Refer to health or violence prevention programs                   | P         | 0.20     | 10               |
| Refer to other categories of programs                             | P         | 0.13     | 8                |
| Affiliated with a national youth development organization         | P         | 0.53     | 15               |

**KEY:**

P = Proportion of programs represented by responding program managers  
M = Median among responding program managers

SOURCE: Joint Center for Political and Economic Studies, 2001 Managers' Survey of Programs for DC Youth 14-21

**NOTES:**

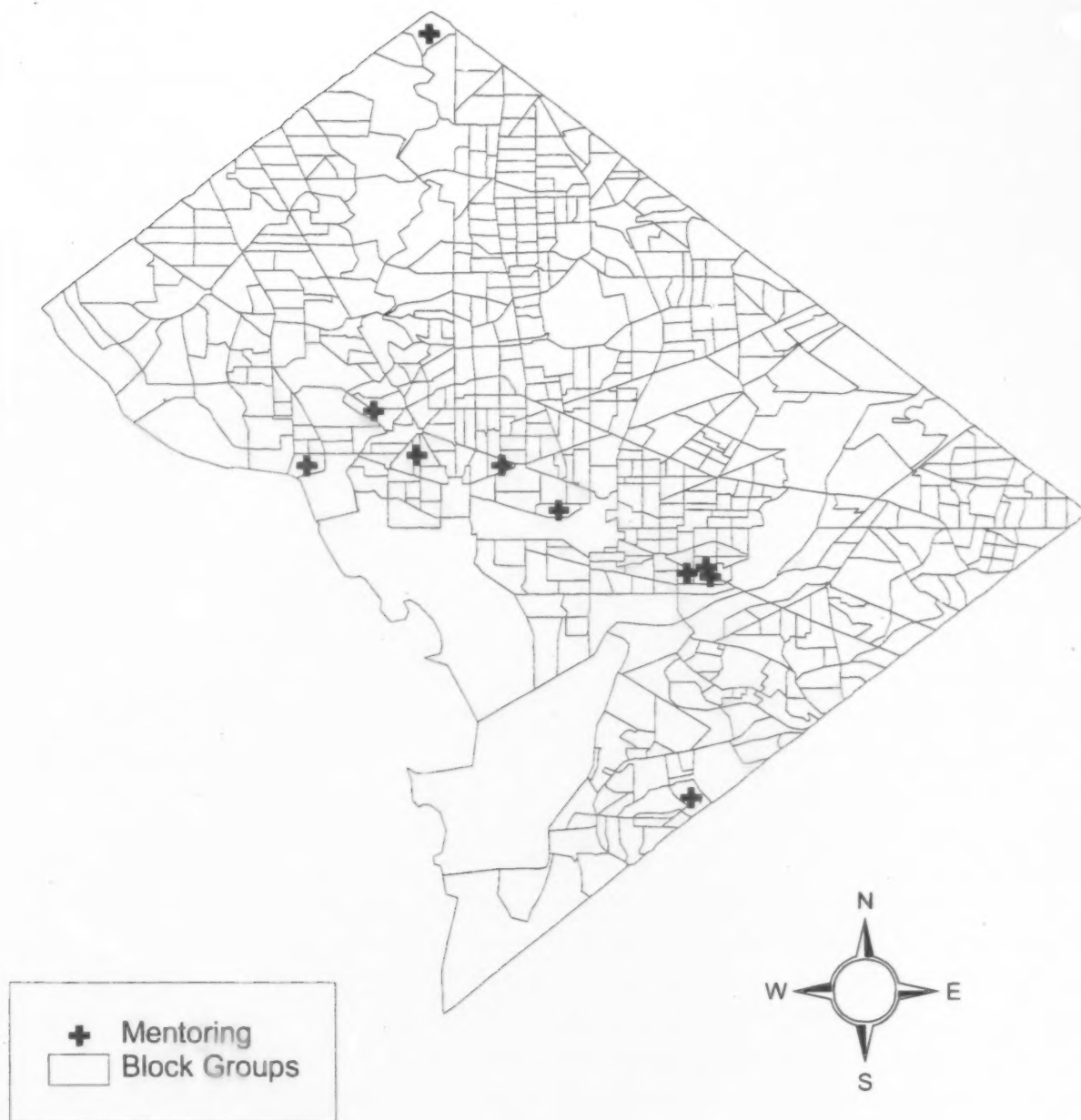
1. Before item nonresponse reflected in the item sample sizes in the last column, the total sample size was 28 for funding and organizational items, and 17 of all other survey items.
2. Survey results based on small and extremely small sample sizes must be used with extreme caution. Results from a more complete survey may be quite different.

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### Exhibit 3.9

## Mentoring Program Locations in D.C. 2001



NOTE: Each symbol represents at least one youth development program.

SOURCE: D.C. Department of Human Services-- Youth Services Directory 2001 and Joint Center for Political and Economic Studies Managers' Survey of Programs for D.C. Youth Ages 14-21

### Exhibit 3.10

#### Survey Results for Mentoring Program Managers

| Item                                                              | Statistic | Estimate | Item sample size |
|-------------------------------------------------------------------|-----------|----------|------------------|
| <b>Sources of funding:</b>                                        |           |          |                  |
| Federal government                                                | P         | 0.60     | 5                |
| District government                                               | P         | 0.40     | 5                |
| Foundation                                                        | P         | 0.80     | 5                |
| Combined Federal Campaign                                         | P         | 0.60     | 5                |
| United Way                                                        | P         | 0.20     | 5                |
| Black United Fund                                                 | P         | 0.00     | 5                |
| None of the above                                                 | P         | 0.20     | 5                |
| Nonprofit 501(C)(3) organization                                  | P         | 1.00     | 5                |
| Weeks a typical youth participated                                | M         | 24.00    | 5                |
| In a typical week, number participating                           | M         | 61.00    | 5                |
| In a typical week, hours participated                             | M         | 6.00     | 5                |
| <b>Last program year</b>                                          |           |          |                  |
| Total youth participants                                          | M         | 83.00    | 4                |
| Number who were ex-offenders or court-involved                    | M         | 3.50     | 2                |
| Total number of African Americans                                 | M         | 30.00    | 5                |
| African American males                                            | M         | 10.00    | 5                |
| African American males not enrolled in school                     | M         | 0.00     | 2                |
| Total number of Hispanics                                         | M         | 3.00     | 3                |
| Hispanic males                                                    | M         | 0.00     | 3                |
| Hispanic males not enrolled in school                             | M         | 0.00     | 2                |
| In a typical week, number of paid staff                           | M         | 3.00     | 5                |
| In a typical week, number of volunteer staff                      | M         | 7.00     | 5                |
| Within past 3 yrs, largest number served at one time              | M         | 61.00    | 5                |
| Number currently on waiting list                                  | M         | 0.00     | 4                |
| Largest number could accommodate now                              | M         | 80.00    | 5                |
| Refer youths who do not fit my program elsewhere                  | P         | 0.80     | 5                |
| Refer completers of my program to other programs                  | P         | 0.40     | 5                |
| <b>Among those who answered 'yes' to either referral question</b> |           |          |                  |
| Refer to academic programs                                        | P         | 1.00     | 4                |
| Refer to employment programs                                      | P         | 1.00     | 4                |
| Refer to recreational and cultural programs                       | P         | 1.00     | 4                |
| Refer to mentoring programs                                       | P         | 0.75     | 4                |
| Refer to social service programs                                  | P         | 0.75     | 4                |
| Refer to health or violence prevention programs                   | P         | 0.25     | 4                |
| Refer to other categories of programs                             | P         | 0.00     | 3                |
| Affiliated with a national youth development organization         | P         | 0.20     | 5                |

**KEY:**

P = Proportion of programs represented by responding program managers

M = Median among responding program managers

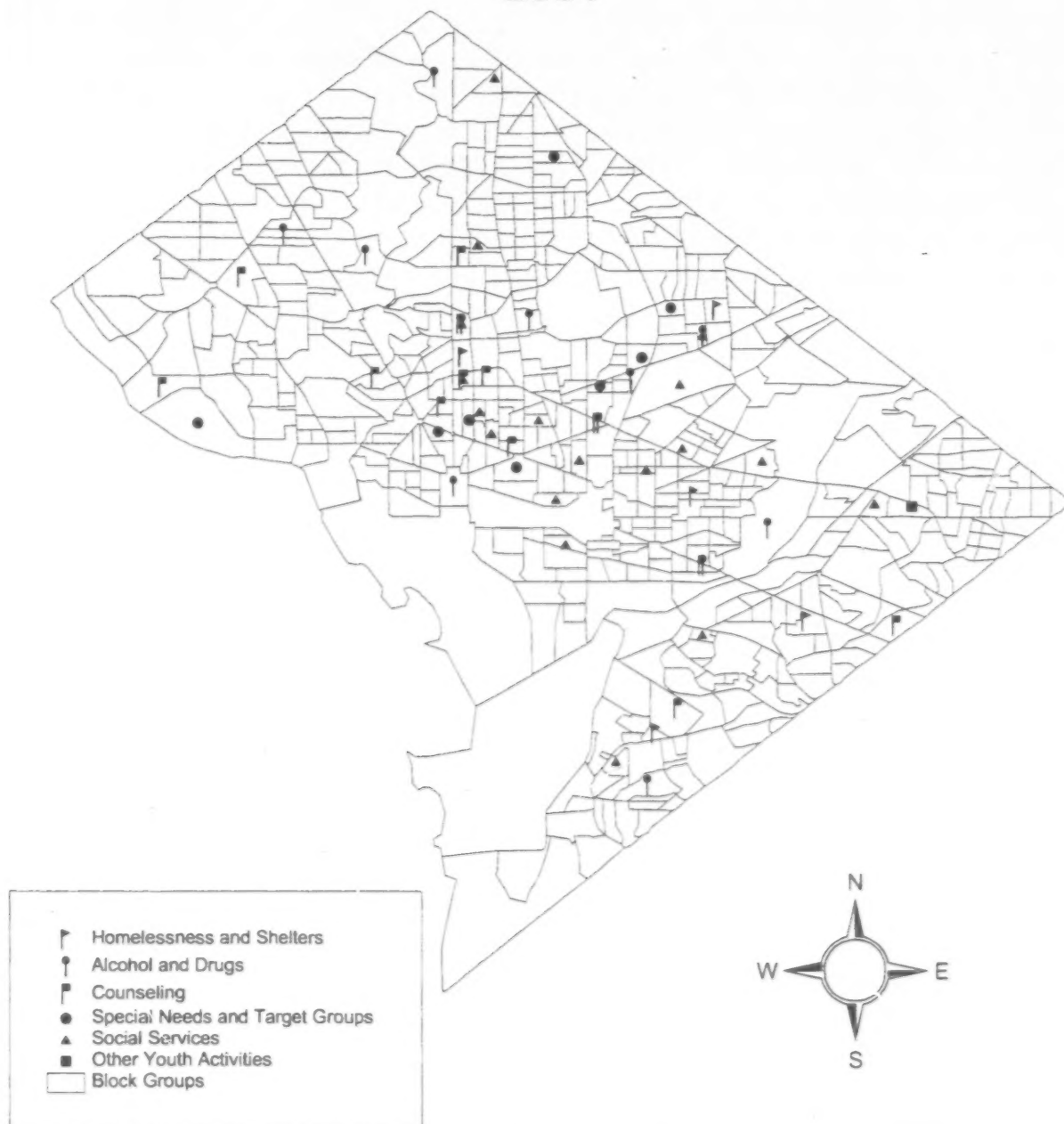
SOURCE: Joint Center for Political and Economic Studies, 2001 Managers' Survey of Programs for DC Youth 14-21.

**NOTES:**

1. Before item nonresponse reflected in the item sample sizes in the last column, the total sample size was 6 for funding and organizational items, and 5 for all other survey items.
2. Survey results based on small and extremely small sample sizes must be used with extreme caution. Results from a more complete survey may be quite different.

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# **Exhibit 3.11** **Social Service Program Locations in D.C.** **2001**



NOTE: Each symbol represents at least one youth development program.

SOURCES: D.C. Department of Human Services— Youth Services Directory 2001 and Joint Center for Political and Economic Studies Managers' Survey of Programs for D.C. Youth Ages 14-21

### Exhibit 3.12 Survey Results for Social Service Program Managers

| Item                                                              | Statistic | Estimate | Item sample size |
|-------------------------------------------------------------------|-----------|----------|------------------|
| <b>Sources of funding:</b>                                        |           |          |                  |
| Federal government                                                | P         | 0.63     | 32               |
| District government                                               | P         | 0.88     | 32               |
| Foundation                                                        | P         | 0.69     | 32               |
| Combined Federal Campaign                                         | P         | 0.63     | 32               |
| United Way                                                        | P         | 0.59     | 32               |
| Black United Fund                                                 | P         | 0.00     | 31               |
| None of the above                                                 | P         | 0.00     | 31               |
| Nonprofit 501(C)(3) organization                                  | P         | 0.78     | 32               |
| Weeks a typical youth participated                                | M         | 46.00    | 19               |
| In a typical week, number participating                           | M         | 26.00    | 16               |
| In a typical week, hours participated                             | M         | 8.00     | 12               |
| <b>Last program year</b>                                          |           |          |                  |
| Total youth participants                                          | M         | 23.00    | 13               |
| Number who were ex-offenders or court-involved                    | M         | 9.00     | 9                |
| Total number of African Americans                                 | M         | 33.00    | 7                |
| African American males                                            | M         | 17.00    | 7                |
| African American males not enrolled in school                     | M         | 0.00     | 3                |
| Total number of Hispanics                                         | M         | 2.00     | 6                |
| Hispanic males                                                    | M         | 5.00     | 5                |
| Hispanic males not enrolled in school                             | M         | 0.00     | 2                |
| In a typical week, number of paid staff                           | M         | 7.00     | 15               |
| In a typical week, number of volunteer staff                      | M         | 1.00     | 13               |
| Within past 3 yrs, largest number served at one time              | M         | 35.00    | 14               |
| Number currently on waiting list                                  | M         | 2.50     | 6                |
| Largest number could accommodate now                              | M         | 30.00    | 10               |
| Refer youths who do not fit my program elsewhere                  | P         | 0.80     | 10               |
| Refer completers of my program to other programs                  | P         | 0.56     | 9                |
| <b>Among those who answered 'yes' to either referral question</b> |           |          |                  |
| Refer to academic programs                                        | P         | 0.40     | 10               |
| Refer to employment programs                                      | P         | 0.60     | 10               |
| Refer to recreational and cultural programs                       | P         | 0.30     | 10               |
| Refer to mentoring programs                                       | P         | 0.50     | 10               |
| Refer to social service programs                                  | P         | 0.80     | 10               |
| Refer to health or violence prevention programs                   | P         | 0.40     | 10               |
| Refer to other categories of programs                             | P         | 0.33     | 9                |
| Affiliated with a national youth development organization         | P         | 0.36     | 14               |

**KEY:**

P = Proportion of programs represented by responding program managers

M = Median among responding program managers

SOURCE: Joint Center for Political and Economic Studies, 2001 Managers' Survey of Programs for DC Youth 14-21.

**NOTES:**

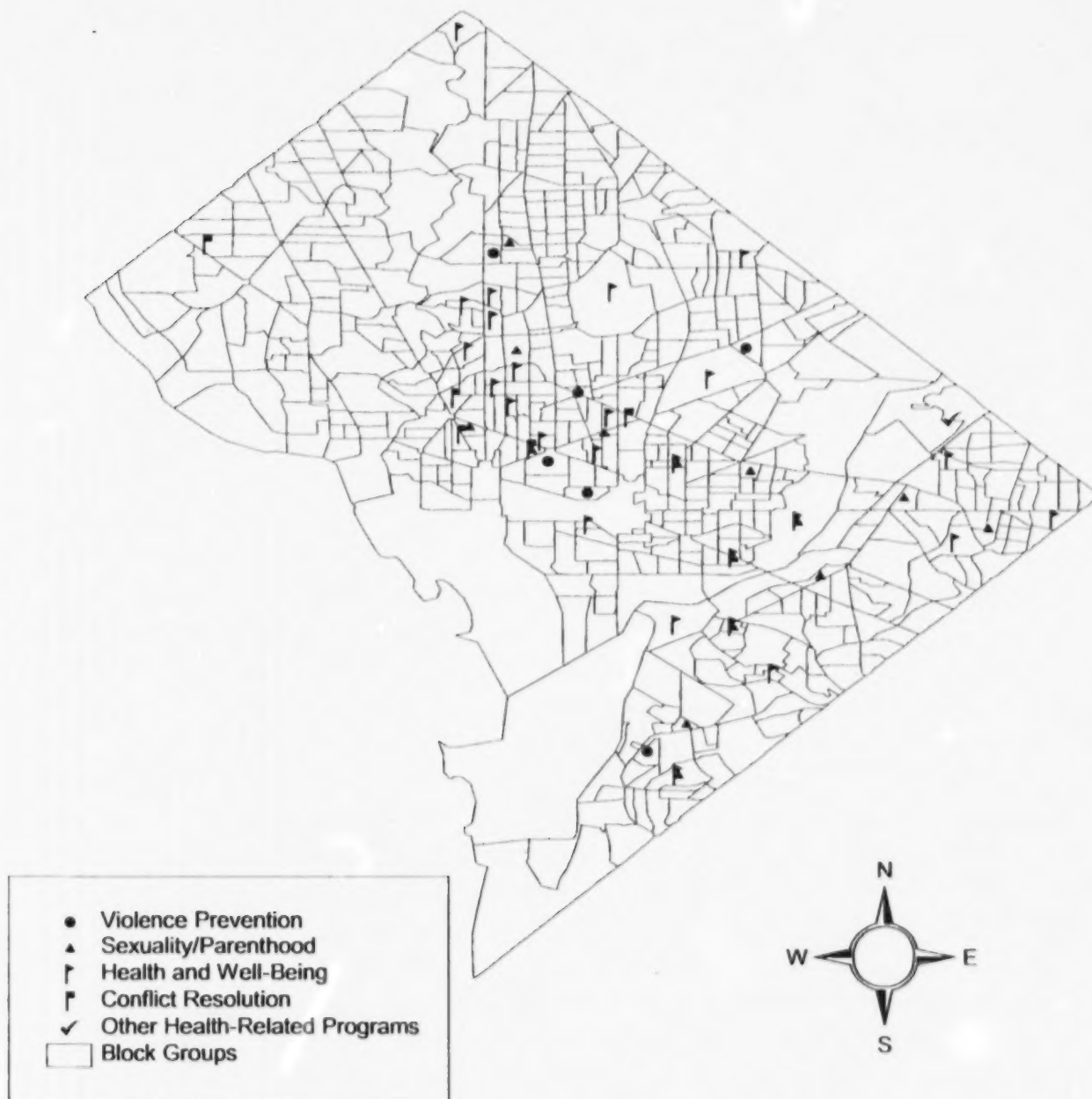
1. Before item nonresponse reflected in the item sample sizes in the last column, the total sample size was 32 for funding and organizational items, and 21 for all other survey items.

2. Survey results based on small and extremely small sample sizes must be used with extreme caution. Results from a more complete survey may be quite different.

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### Exhibit 3.13

## Health-Related Program Locations in D.C. 2001



NOTE: Each symbol represents at least one youth development program.

SOURCES: D.C. Department of Human Services— Youth Services Directory 2001 and Joint Center for Political and Economic Studies Managers' Survey of Programs for D.C. Youth Ages 14-21



### Exhibit 3.14

#### Survey Results for Health-Related Program Managers

| Item                                                              | Statistic | Estimate | Item sample size |
|-------------------------------------------------------------------|-----------|----------|------------------|
| <b>Sources of funding:</b>                                        |           |          |                  |
| Federal government                                                | P         | 0.73     | 22               |
| District government                                               | P         | 0.77     | 22               |
| Foundation                                                        | P         | 0.91     | 22               |
| Combined Federal Campaign                                         | P         | 0.68     | 22               |
| United Way                                                        | P         | 0.73     | 22               |
| Black United Fund                                                 | P         | 0.09     | 22               |
| None of the above                                                 | P         | 0.00     | 22               |
| Nonprofit 501(C)(3) organization                                  | P         | 1.00     | 22               |
| Weeks a typical youth participated                                | M         | 30.00    | 13               |
| In a typical week, number participating                           | M         | 15.00    | 15               |
| In a typical week, hours participated                             | M         | 10.00    | 15               |
| <b>Last program year</b>                                          |           |          |                  |
| Total youth participants                                          | M         | 100.00   | 13               |
| Number who were ex-offenders or court-involved                    | M         | 11.00    | 8                |
| Total number of African Americans                                 | M         | 88.00    | 10               |
| African American males                                            | M         | 38.00    | 7                |
| African American males not enrolled in school                     | M         | 10.00    | 5                |
| Total number of Hispanics                                         | M         | 10.00    | 7                |
| Hispanic males                                                    | M         | 46.00    | 4                |
| Hispanic males not enrolled in school                             | M         | 0.00     | 1                |
| In a typical week, number of paid staff                           | M         | 4.00     | 17               |
| In a typical week, number of volunteer staff                      | M         | 6.00     | 14               |
| Within past 3 yrs, largest number served at one time              | M         | 150.00   | 11               |
| Number currently on waiting list                                  | M         | 0.00     | 9                |
| Largest number could accommodate now                              | M         | 25.00    | 11               |
| Refer youths who do not fit my program elsewhere                  | P         | 0.86     | 14               |
| Refer completers of my program to other programs                  | P         | 0.62     | 13               |
| <b>Among those who answered 'yes' to either referral question</b> |           |          |                  |
| Refer to academic programs                                        | P         | 0.57     | 14               |
| Refer to employment programs                                      | P         | 0.57     | 14               |
| Refer to recreational and cultural programs                       | P         | 0.21     | 14               |
| Refer to mentoring programs                                       | P         | 0.29     | 14               |
| Refer to social service programs                                  | P         | 0.43     | 14               |
| Refer to health or violence prevention programs                   | P         | 0.43     | 14               |
| Refer to other categories of programs                             | P         | 0.22     | 9                |
| Affiliated with a national youth development organization         | P         | 0.35     | 17               |

**KEY:**

P = Proportion of programs represented by responding program managers

M = Median among responding program managers

SOURCE: Joint Center for Political and Economic Studies, 2001 Managers' Survey of Programs for DC Youth 14-21

**NOTES:**

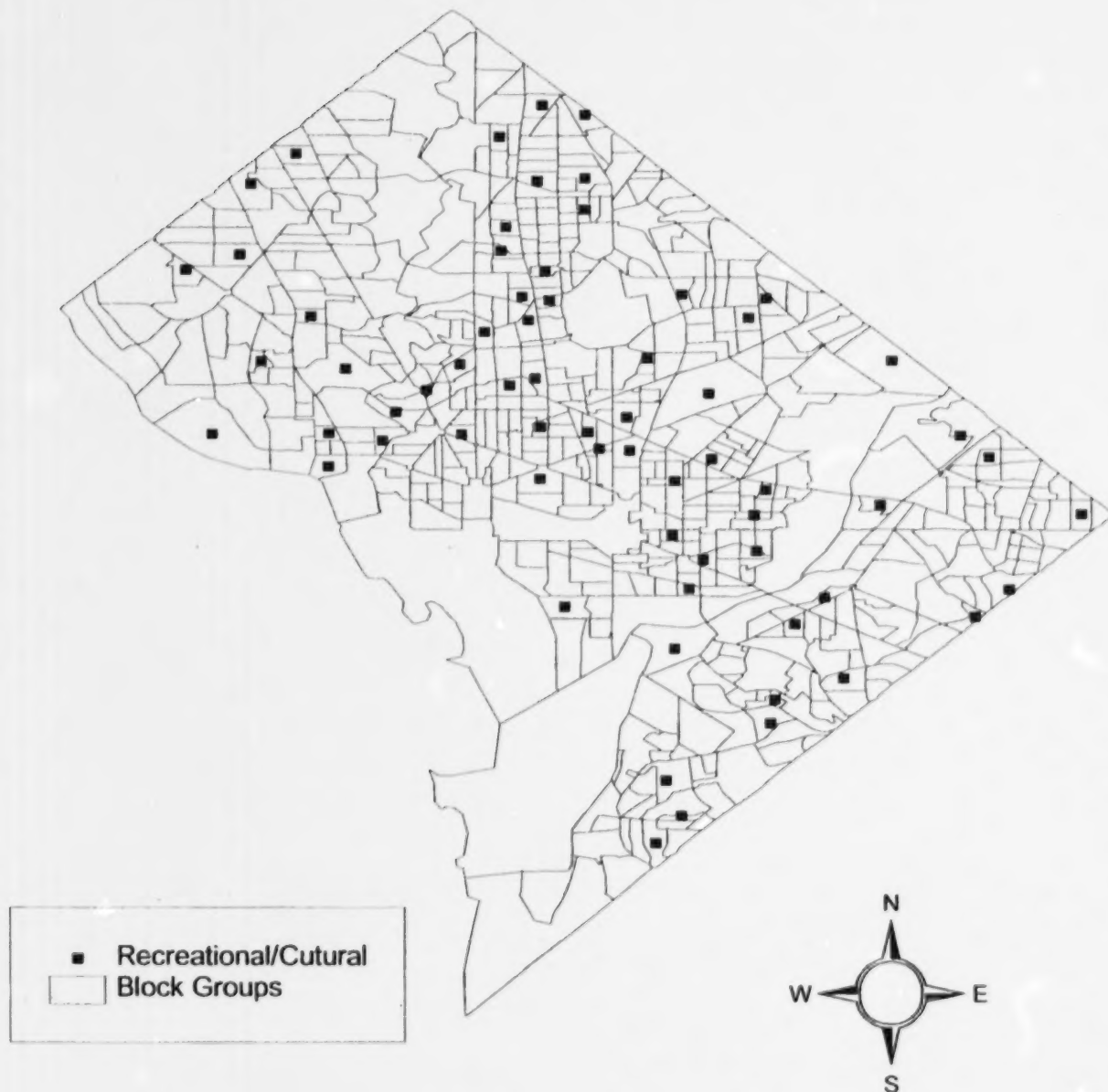
1. Before item nonresponse reflected in the item sample sizes in the last column, the total sample size was 27 for funding and organizational items, and 22 for all other survey items.

2. Survey results based on small and extremely small sample sizes must be used with extreme caution. Results from a more complete survey may be quite different.

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### Exhibit 3.15

## Recreational and Cultural Program Locations in D.C., 2001

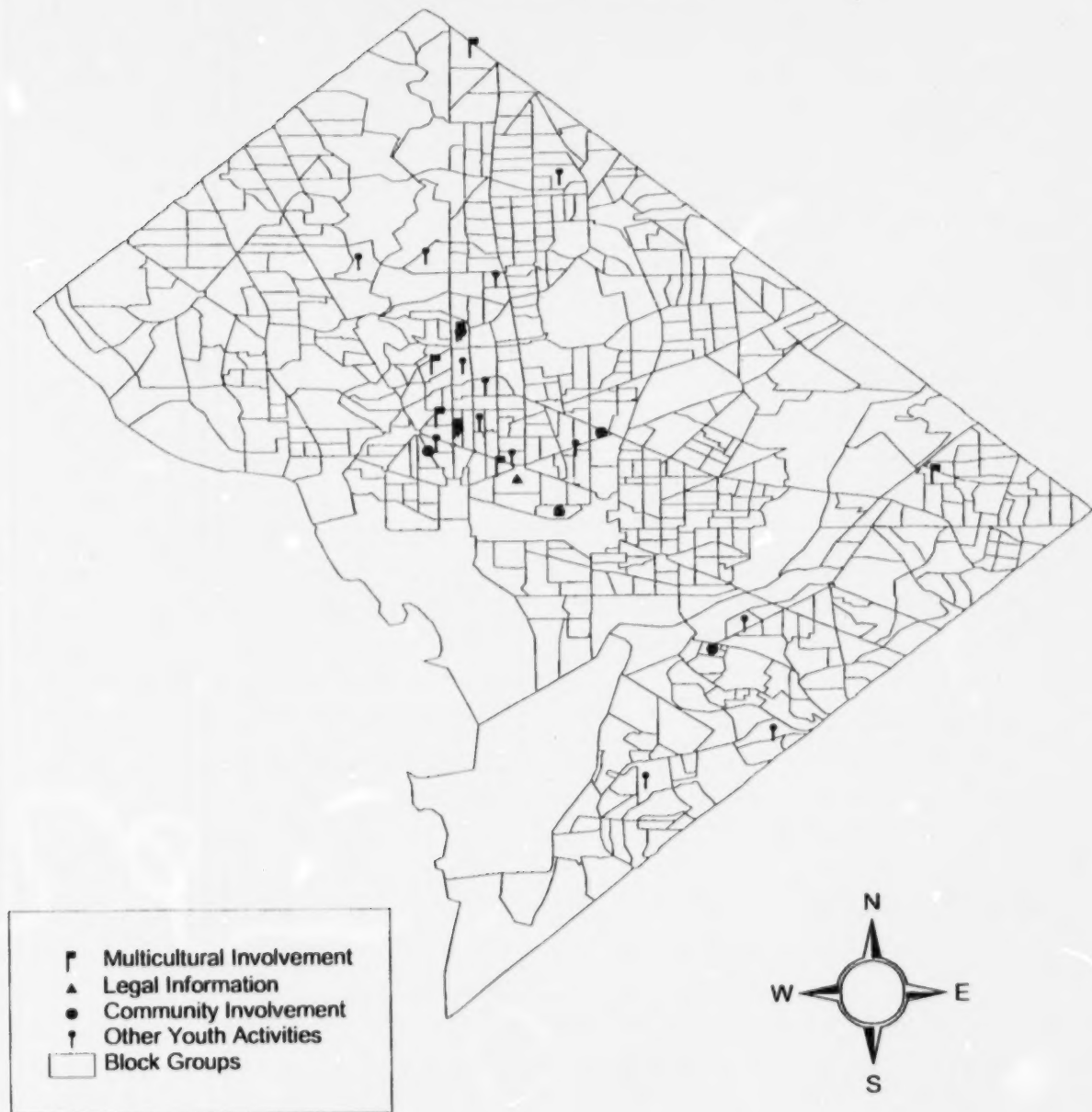


NOTE: Each symbol represents at least one youth development program.

SOURCES: D.C. Department of Human Services— Youth Services Directory 2001 and Joint Center for Political and Economic Studies Managers' Survey of Programs for D.C. Youth Ages 14-21

# Exhibit 3.16

## Miscellaneous Other Program Locations, 2001



NOTE: Each flag represents at least one youth development program.

SOURCES: D.C. Department of Human Services-- Youth Services Directory 2001 and Joint Center for Political and Economic Studies Managers' Survey of Programs for D.C. Youth Ages 14-21

### Exhibit 3.17

## Overall Program Managers' Survey Results

| Item                                                              | Statistic | Estimate | Item sample size |
|-------------------------------------------------------------------|-----------|----------|------------------|
| <b>Sources of funding:</b>                                        |           |          |                  |
| Federal government                                                | P         | 0.68     | 116              |
| District government                                               | P         | 0.78     | 116              |
| Foundation                                                        | P         | 0.78     | 116              |
| Combined Federal Campaign                                         | P         | 0.71     | 116              |
| United Way                                                        | P         | 0.67     | 116              |
| Black United Fund                                                 | P         | 0.03     | 114              |
| None of the above                                                 | P         | 0.02     | 114              |
| Nonprofit 501(C)(3) organization                                  | P         | 0.93     | 116              |
| Weeks a typical youth participated                                | M         | 35.00    | 76               |
| In a typical week, number participating                           | M         | 25.00    | 73               |
| In a typical week, hours participated                             | M         | 10.00    | 70               |
| <b>Last program year</b>                                          |           |          |                  |
| Total youth participants                                          | M         | 40.00    | 63               |
| Number who were ex-offenders or court-involved                    | M         | 6.00     | 40               |
| Total number of African Americans                                 | M         | 46.00    | 47               |
| African American males                                            | M         | 14.00    | 43               |
| African American males not enrolled in school                     | M         | 0.50     | 30               |
| Total number of Hispanics                                         | M         | 2.50     | 36               |
| Hispanic males                                                    | M         | 1.00     | 31               |
| Hispanic males not enrolled in school                             | M         | 0.00     | 20               |
| In a typical week, number of paid staff                           | M         | 5.00     | 69               |
| In a typical week, number of volunteer staff                      | M         | 2.00     | 60               |
| Within past 3 yrs, largest number served at one time              | M         | 63.00    | 60               |
| Number currently on waiting list                                  | M         | 3.00     | 49               |
| Largest number could accommodate now                              | M         | 30.00    | 48               |
| Refer youths who do not fit my program elsewhere                  | P         | 0.71     | 59               |
| Refer completers of my program to other programs                  | P         | 0.51     | 53               |
| <b>Among those who answered 'yes' to either referral question</b> |           |          |                  |
| Refer to academic programs                                        | P         | 0.62     | 50               |
| Refer to employment programs                                      | P         | 0.58     | 50               |
| Refer to recreational and cultural programs                       | P         | 0.30     | 50               |
| Refer to mentoring programs                                       | P         | 0.34     | 50               |
| Refer to social service programs                                  | P         | 0.48     | 50               |
| Refer to health or violence prevention programs                   | P         | 0.28     | 50               |
| Refer to other categories of programs                             | P         | 0.20     | 41               |
| Affiliated with a national youth development organization         | P         | 0.43     | 70               |

**KEY:**

P = Proportion of programs represented by responding program managers

M = Median among responding program managers

SOURCE: Joint Center for Political and Economic Studies, 2001 Managers' Survey of Programs for DC Youth 14-21.

**NOTES:**

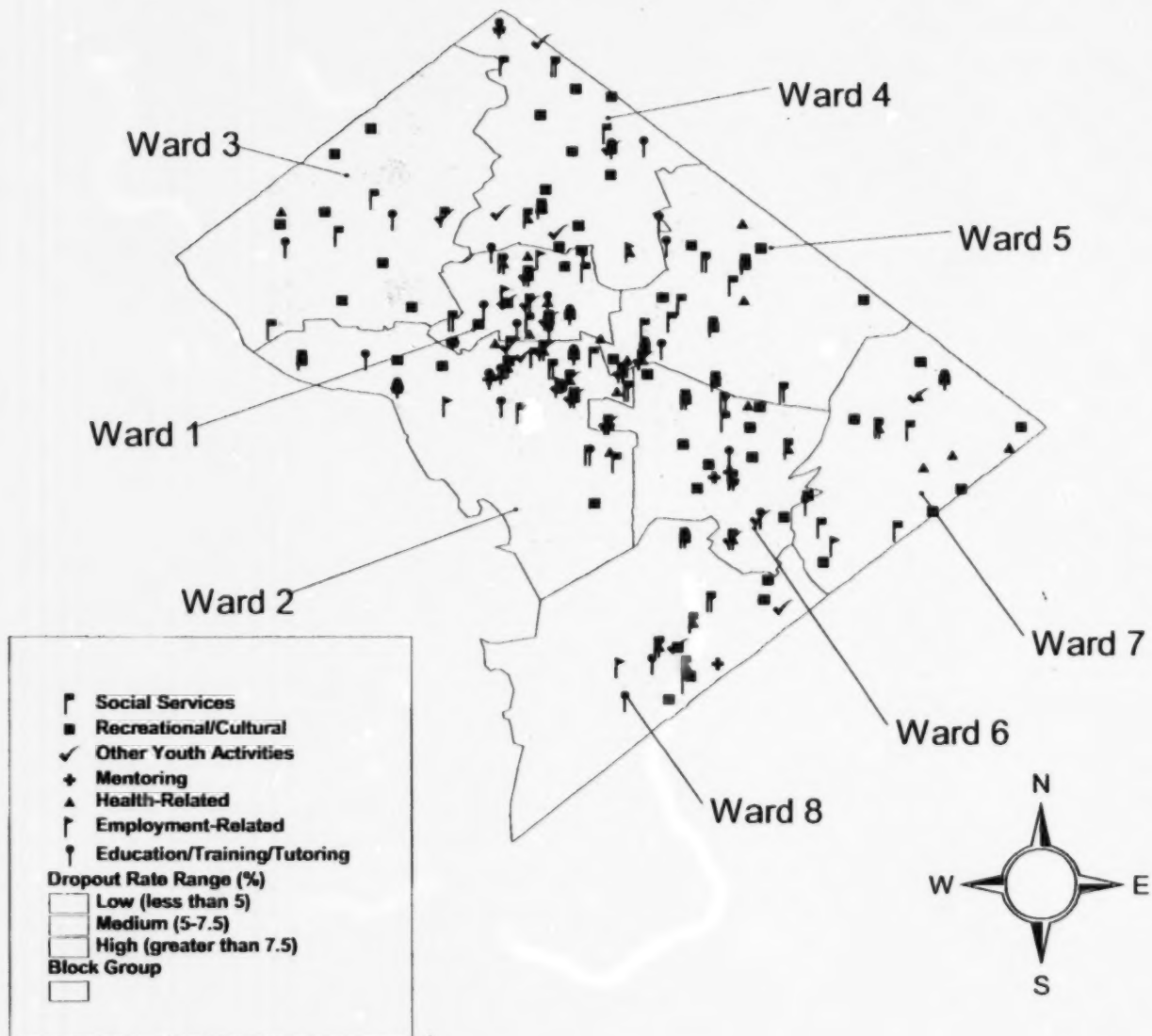
1. Before item nonresponse reflected in the item sample sizes in the last column, the total sample size was 126 for funding and organizational items, and 92 for all other survey items.

2. Survey results based on small and extremely small sample sizes must be used with extreme caution. Results from a more complete survey may be quite different.

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# Exhibit 4.1

## Dropout Rates 1999-2000 and Locations of Youth Development Programs by Ward



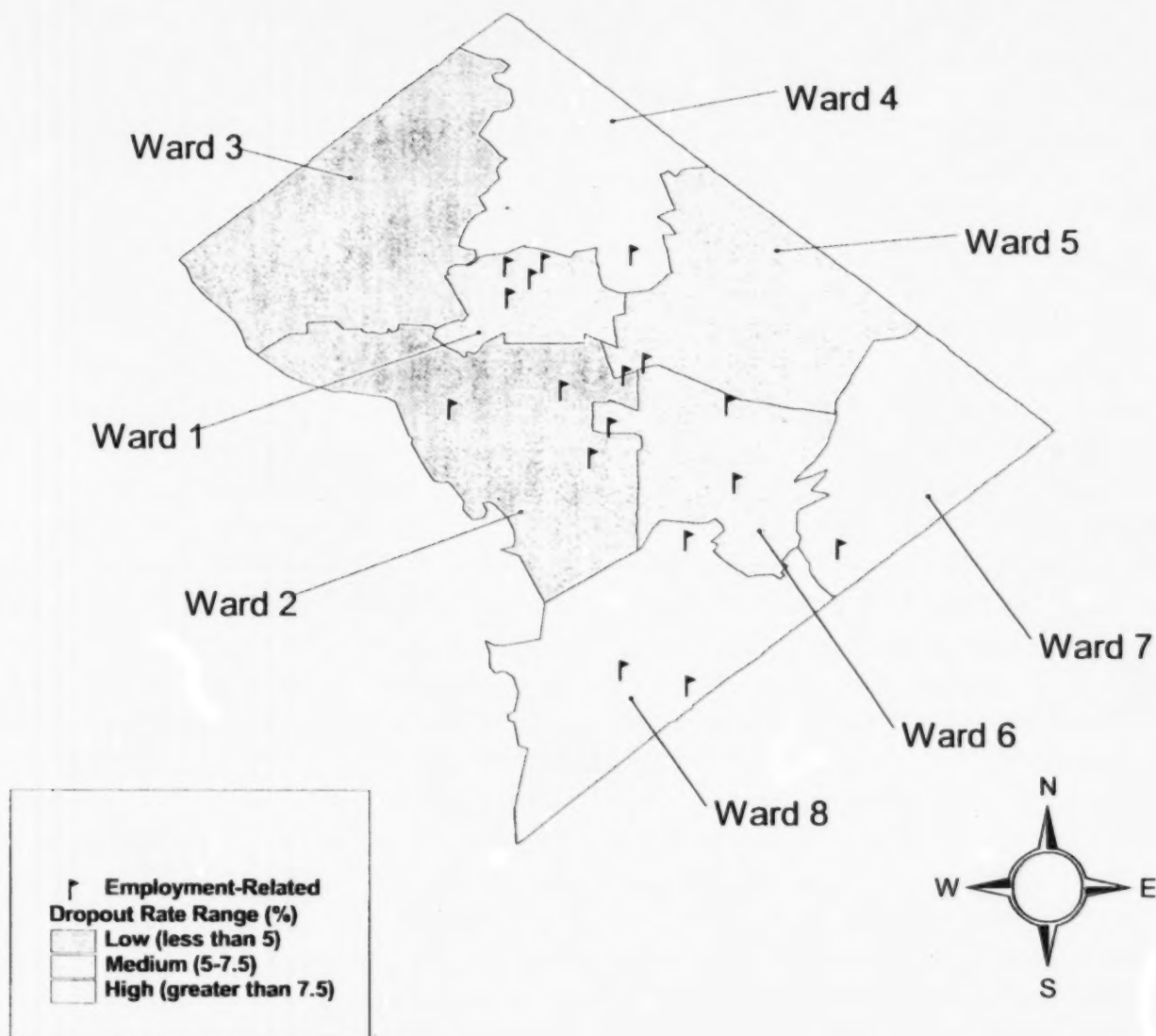
### NOTES:

1. The dropout measure used here was defined by the U.S. Department of Education.
2. According to the D.C. Public Schools, the 1999-2000 systemwide dropout rate was 6.9%.
3. Each symbol represents at least one youth development program.

SOURCES: D.C. Board of Education, Office of Educational Accountability; D.C. Department of Human Services—Youth Services Directory 2001; and Joint Center Managers' Survey of Programs for D.C. Youth Ages 14-21

## Exhibit 4.2

### Dropout Rates 1999-2000 and Locations of Employment Programs by Ward



#### NOTES:

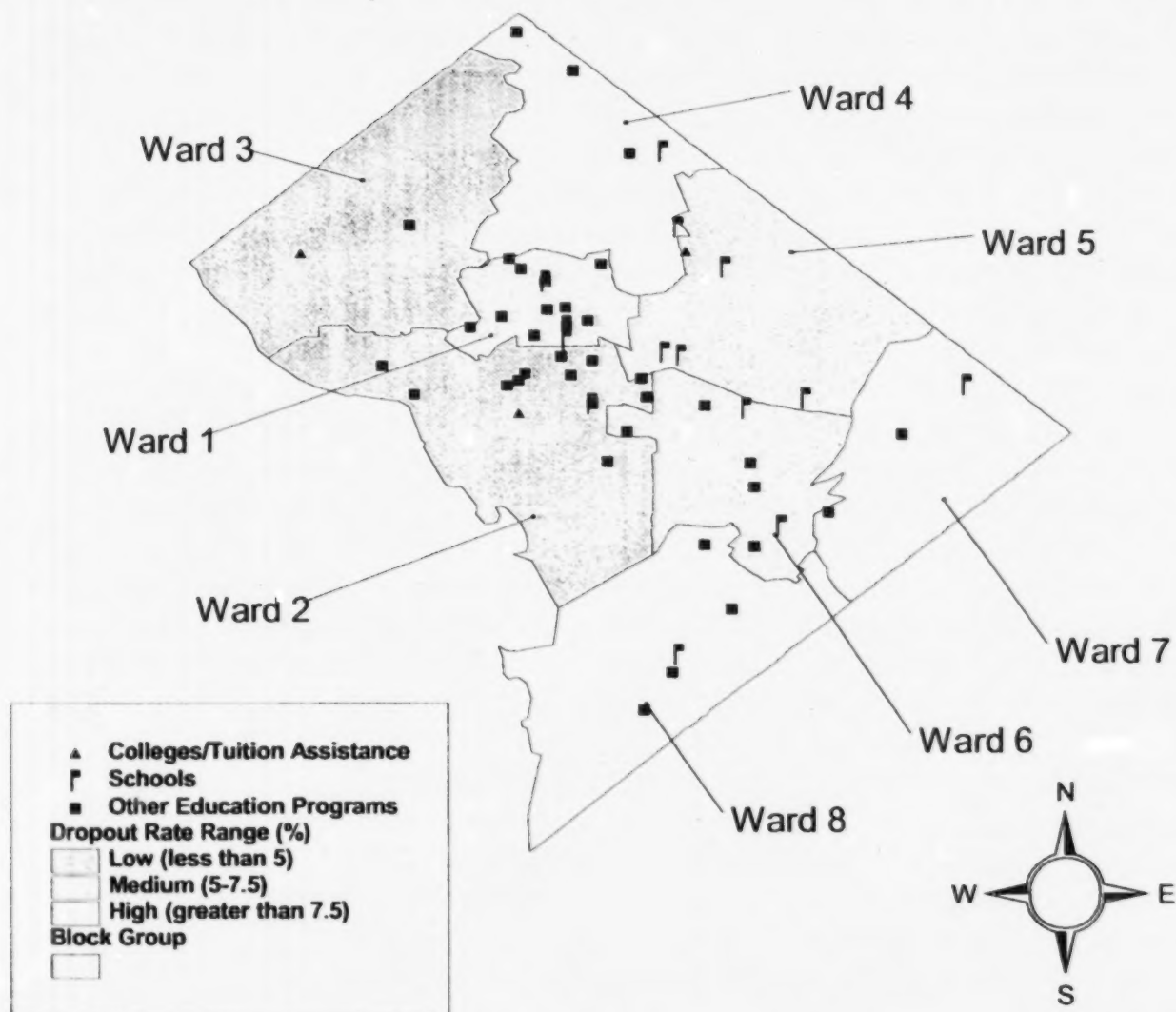
1. The dropout measure used here was defined by the U.S. Department of Education.
2. According to the D.C. Public Schools, the 1999-2000 systemwide dropout rate was 6.9%.
3. Each symbol represents at least one youth development program.

SOURCES: D.C. Board of Education, Office of Educational Accountability; D.C. Department of Human Services—Youth Services Directory 2001; and Joint Center Managers' Survey of Programs for D.C. Youth Ages 14-21



# Exhibit 4.3

## Dropout Rates 1999-2000 and Locations of Education Programs by Ward

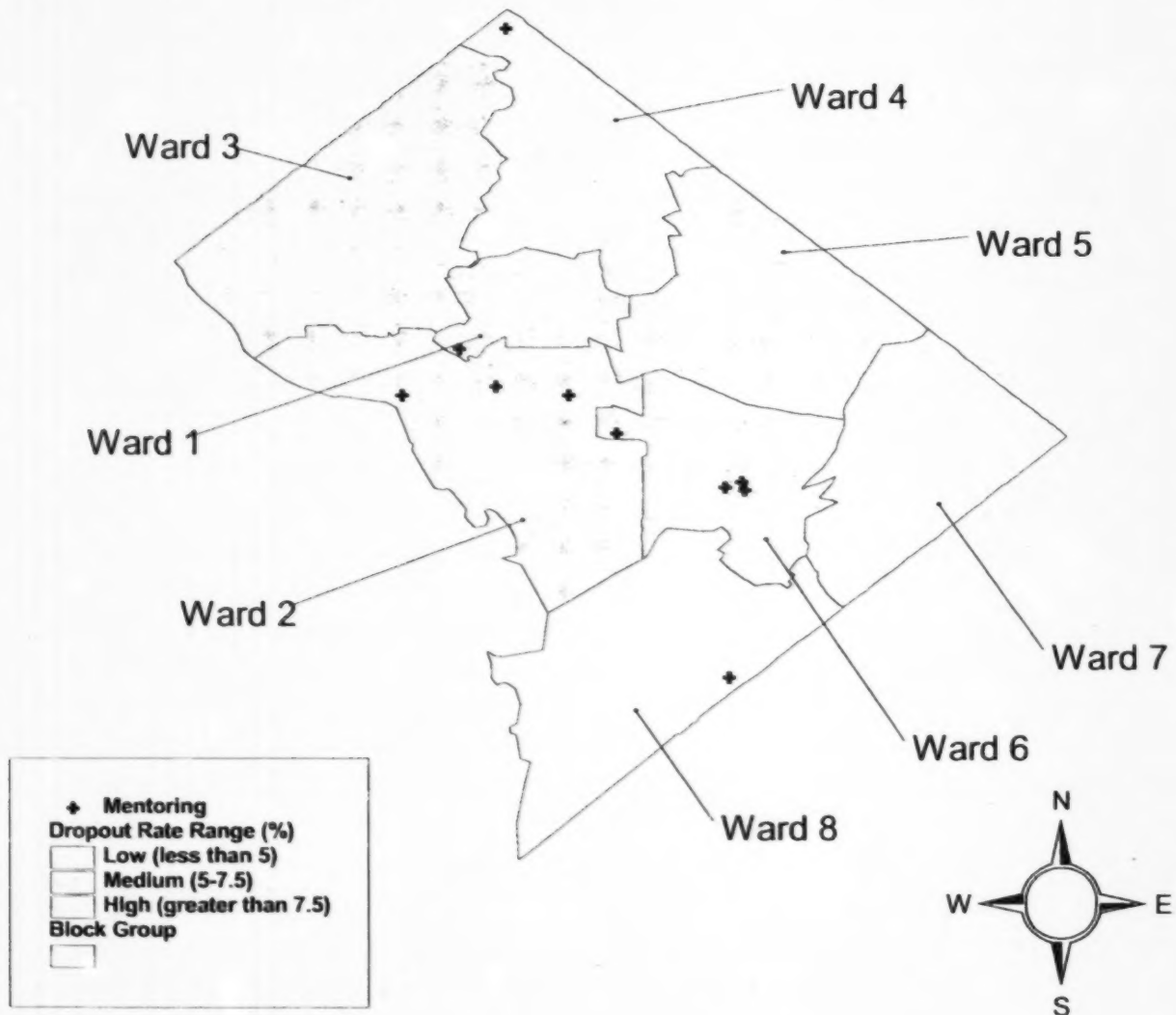


### NOTES:

1. The dropout measure used here was defined by the U.S. Department of Education.
2. According to the D.C. Public Schools, the 1999-2000 systemwide dropout rate was 6.9%.
3. Each symbol represents at least one youth development program.

SOURCES: D.C. Board of Education, Office of Educational Accountability; D.C. Department of Human Services—Youth Services Directory 2001; and Joint Center Managers' Survey of Programs for D.C. Youth Ages 14-21

# **Exhibit 4.4** **Dropout Rates 1999-2000 and Locations** **of Mentoring Programs** **by Ward**



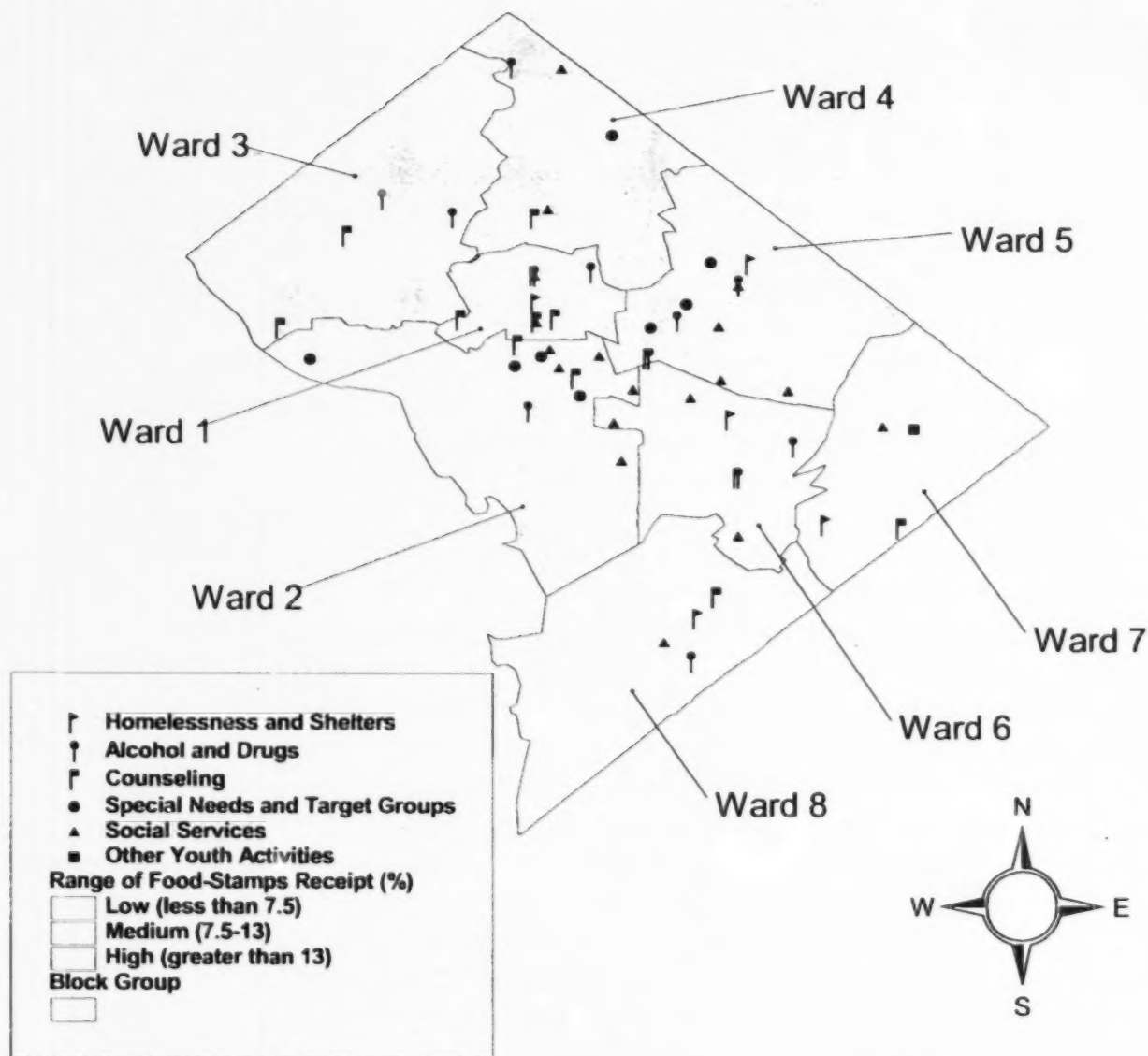
**NOTES:**

1. The dropout measure used here was defined by the U.S. Department of Education.
2. According to the D.C. Public Schools, the 1999-2000 systemwide dropout rate was 6.9%.
3. Each symbol represents at least one youth development program.

**SOURCES:** D.C. Board of Education, Office of Educational Accountability; D.C. Department of Human Services—Youth Services Directory 2001; and Joint Center Managers' Survey of Programs for D.C. Youth Ages 14-21

## Exhibit 4.5

### Children's Receipt of Food Stamps 1998 and Locations of Social Service Programs by Ward

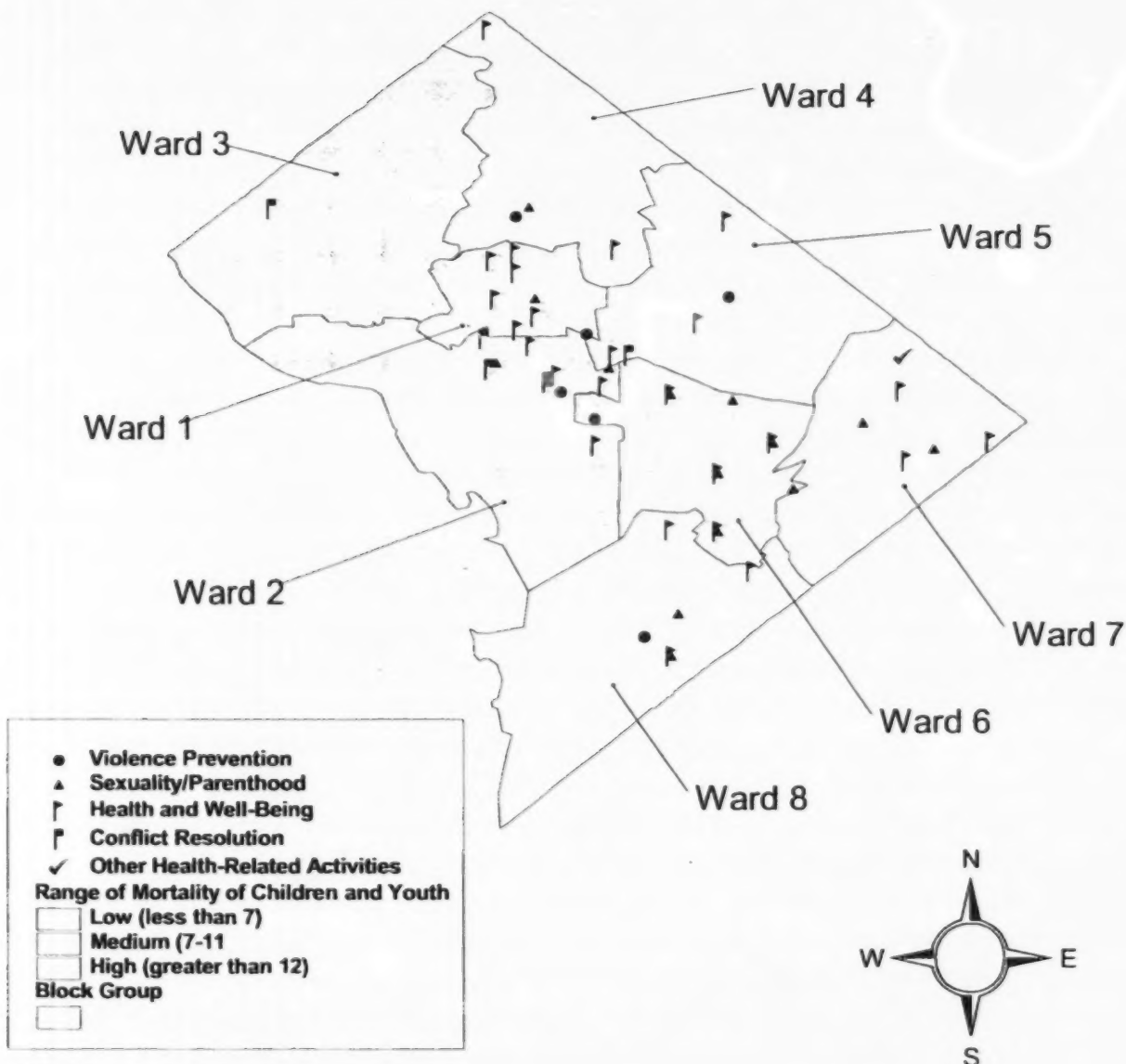


**NOTES:**

1. The percentages of children receiving food stamps per ward refer to the number of children receiving food stamps per ward relative to the number of children receiving food stamps citywide.
2. Each symbol represents at least one youth development program.

SOURCES: D.C. Kids Count, D.C. Department of Human Services— Youth Services Directory 2001, and Joint Center Managers' Survey of Program for D.C. Youth Ages 14-21

# **Exhibit 4.6** **Mortality of Children and Youth Ages 1-19 in 1998** **and Locations of Health-Related Programs** **by Ward**

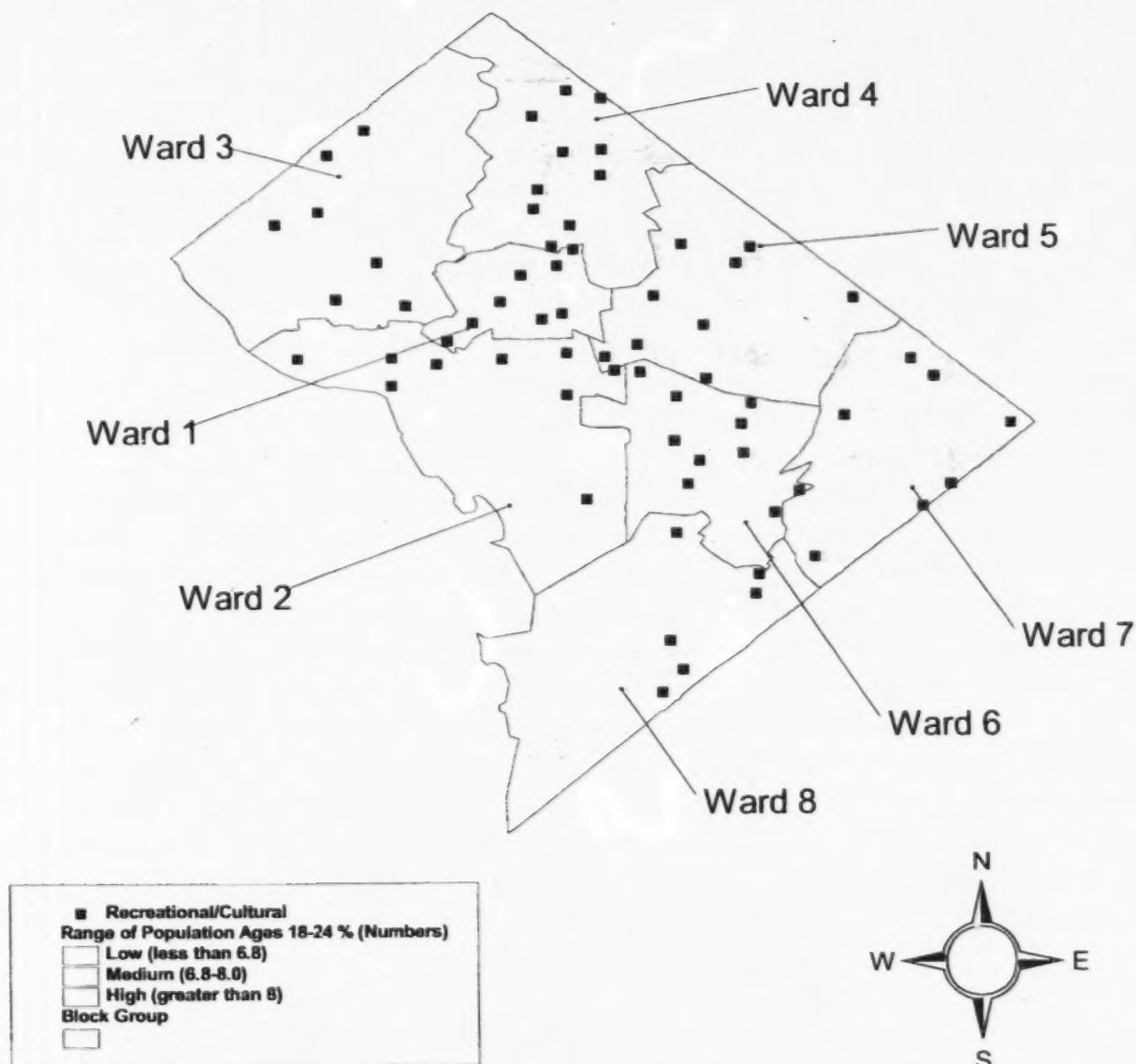


**NOTES:**

1. According to D.C. Kids Count, there were 89 deaths of children and youth in D.C. in 1998.
2. Each symbol represents at least one youth development program.

**SOURCES:** D.C. Kids Count, D.C. Department of Human Services— Youth Services Directory 2001, and Joint Center Managers' Survey of Programs for D.C. Youth Ages 14-21

# **Exhibit 4.7** **Proportions of Ward Populations Ages 18-24 in 1998** **and Locations of Recreational/Cultural** **Programs**

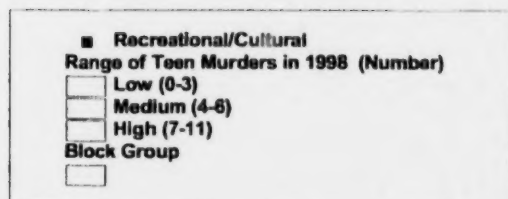
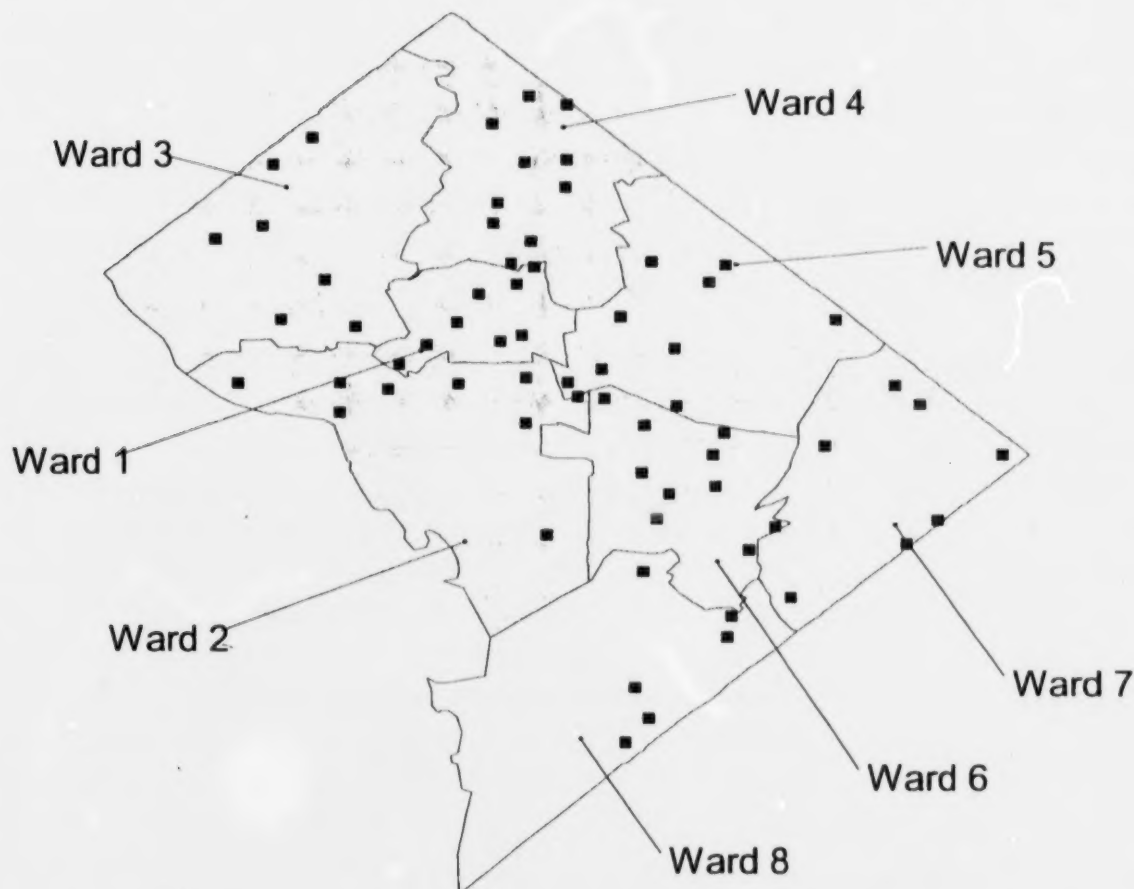


**NOTES:**

1. According to D.C. Kids Count, the average percentage of people ages 18-24 was 8.3% citywide in 1998.
2. Each symbol represents at least one youth development program.

**SOURCES:** D.C. Kids Count, D.C. Department of Human Services—Youth Services Directory 2001, and Joint Center Managers' Survey of Programs for D.C. Youth Ages 14-21

# **Exhibit 4.8** **Teen Murders in 1998 and** **Locations of Recreational/Cultural Programs** **by Ward**



SOURCES: D.C. Kids Count, D.C. Department of Human Services-- Youth Services Directory 2001, and Joint Center Managers' Survey of Programs for D.C. Youth Ages 14-21

**NOTES:**

1. According to D.C. Kids Count, there were 33 teen murders in D.C. in 1998.
2. Each symbol represents at least one youth development program.



## **Exhibit 4.9**

### **Spectrum of Youth Development Agency Cooperation**

#### **INFORMATION SHARING:**

- Agency directories and public information campaigns
- Cross-membership on boards and leadership councils
- Cross-agency communication about specific clients

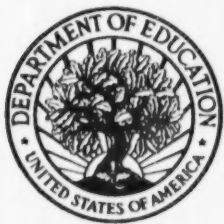
#### **REFERRALS:**

- Referrals of inappropriate recruits to other agencies
- Referrals of program graduates to other agencies
- Subcontracts with other agencies
- Feeder systems and articulation agreements

#### **JOINT SERVICE DELIVERY:**

- Sequential service delivery
- Concurrent service delivery
- Consolidated service delivery

**SOURCE:** This exhibit was inspired by "A Hierarchy of Coordination" in W. Norton Grubb *et. al.*, **Toward Order from Chaos: State Efforts to Reform Workforce Development "Systems."** Berkeley, Calif.: National Center for Research in Vocational Education, MDS-1249, 1999.  
**URL:** <http://ncrve.berkeley.edu/abstracts/MDS-1249/MDS-1249-SECTION-6.html>



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